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COLONIAL ANNUAL REPORTS

Malayan Union

1947



LONDON: HIS MAJESTY'S STATIONERY OFFICE

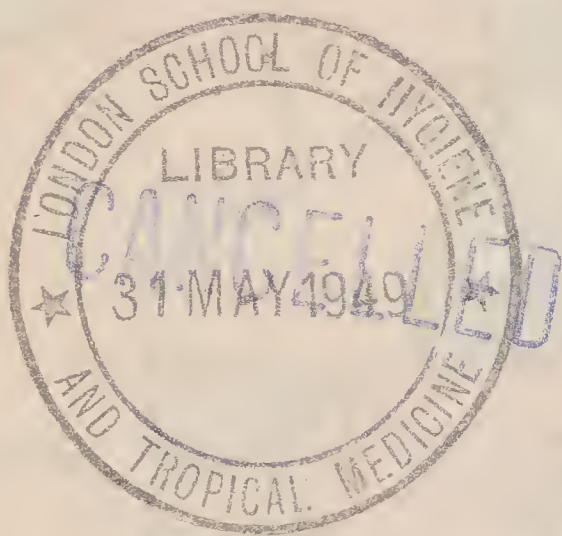
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THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1947.

It is anticipated that the Colonies and Protectorates for which 1947 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).



The cover illustration shows
a deep-sea fishing craft being hauled ashore





ANNUAL REPORT

ON THE

MALAYAN UNION

1947



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LONDON: HIS MAJESTY'S STATIONERY OFFICE
1949

PRINTED IN KUALA LUMPUR

50,101



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MALAYAN UNION.

ANNUAL REPORT FOR 1947.

PART I.

CHAPTER I.

POPULATION.

The territory comprising the Malayan Union constitutes an area of approximately 50,850 square miles and is part of the southernmost extension of the continent of Asia. The Peninsula is divided by mountain ranges, the principal trend of which is North and South. The centre of the Peninsula is a series of parallel ridges separated by strips of low country while to the East and West of the outside ranges are the coastal plains which are mainly alluvial and in the South a region of low land. Approximately 80 per cent. of the whole area remains under primeval jungle, mountain or swamp, 14 per cent. under rubber, 2.4 per cent. under (rice) and 2.1 per cent. under coconuts and oil palms.

A census was taken in September, 1947, but the full census report is not yet available. Sufficient information is, however, available to show that the population of the Malayan Union is lower than was anticipated. The previous census in 1931 gave a total population of 3,817,893 for the territory now comprising the Union.

From the 1947 census returns the total population is now computed to be 4,902,678 which includes an estimated 25,000 nomadic aborigines and indicates an increase of approximately one million or 29.7 per cent. since 1931.

The following table shows comparative increases by race :

	Malays.	Other Malaysians.	Chinese.	Indians.	Europeans.	Eurasians.	Others.
1931 ..	1,601,118	289,726	1,287,571	572,990	9,624	9,406	47,761
1947 ..	2,135,811	267,030	1,882,874	534,148	9,155	9,989	38,671

The racial distribution throughout the Union is given below. The Chinese outnumber the Malays in Penang, Selangor, Perak, Negri Sembilan and Johore, whilst almost half of the total Malay population is contained in the three Malay States of Kedah, Kelantan and Trengganu, in which the Malays outnumber the other races.

POPULATION OF THE MALAYAN UNION, 1947.

State/Settlement.	Malays.	Other Malaysians.	Chinese.	Indians.	Europeans.	Eurasians.	Others.	Total all races.
Settlement of Penang	133,166	2,889	247,715	57,447	1,177	2,422	1,606	446,422
Settlement of Malacca	115,029	5,380	96,422	19,619	302	1,975	517	239,244
Negri Sembilan	102,287	8,273	114,107	38,138	734	891	2,851	267,281
Selangor	105,733	79,538	362,191	147,435	2,633	2,763	7,798	708,091
Pahang	118,768	4,070	97,369	15,306	772	77	1,319	237,681
Perak...	292,998	58,538	445,352	141,174	2,169	1,181	3,313	944,725
Johore	225,233	99,363	353,193	55,535	845	457	2,692	737,318
Kedah	372,595	6,792	115,067	50,035	277	161	9,060	553,987
Kelantan	407,296	1,495	22,740	4,964	108	19	7,423	444,045
Trengganu	207,240	501	16,236	2,058	69	11	311	226,426
Perlis	55,207	179	11,691	1,684	5	7	1,765	70,538
Unlocated (Wayfarers by rail)	259	12	791	753	64	25	16	1,920
Estimated Number of Nomadic Aborigines	..	..	..	..	..	..	..	25,000
Total	2,135,811	267,030	1,882,874	534,148	9,155	9,989	38,671	4,902,678

IMMIGRATION.

The entry of British subjects into the country has been controlled by the Passport Regulations and the Passengers Restrictions Ordinances and Enactments. Under these, any British subject who is of good character, good health and not likely to become a burden to the country, and is in possession of authorised travel documents is allowed entry. Indians and Ceylonese are, however, when on a direct route from their countries exempted from having such documents. Indians and Ceylonese have, however, been encouraged to take out entry permits before arrival and the majority now arrive in possession of such documents. This has made checking of passengers easier. New Passport Regulations have been proposed which will make it compulsory for all persons to have valid documents.

The entry of aliens has been controlled throughout the year either through passports and visas, or in the case of aliens who are not required to have passports and visas, by entry permits or Certificates of Identity. The majority of aliens supplied with these entry permits or Certificates of Identity were Chinese and, of these, nearly all were either old residents prevented from returning from China by the war or the wives and children of old residents already in the country. Persons already resident in Malaya receive Certificates of Admission which allow the holder to travel to and from Malaya during a period of two years.

Immigration into Malaya is controlled by the two separate Immigration Departments of the Malayan Union and Singapore, which throughout the year worked in the closest co-operation. More than half of the immigrants into the Malayan Union pass through the Singapore Immigration Department. Appendix "A" (page 4) gives the total number of persons entering both the Malayan Union and Singapore. For a correct appreciation these must be read in conjunction.

During 1947, 16,804 permits were issued to aliens to enter the Malayan Union. In addition U.N.R.R.A. sent 6,093 displaced persons back to Malaya from China. All these permits issued, with the exception of 100, were issued to Chinese.

Twenty-one thousand, one hundred and ninety-seven permits were issued to Indians and Ceylonese to enter the Malayan Union from India and Ceylon. More than half of these were old residents. Four thousand, two hundred and fourteen re-entry permits were given to Indians already resident in the Malayan Union.

Illegal immigration presents a considerable problem. The figures of immigrants given from the records for the year cannot be considered accurate in the case of Malays (with whom are included Malaysians) and Chinese. Despite some 700 prosecutions, there were continuous attempts, mainly by Chinese, to gain entry by crossing the northern frontier from Siam. There was also a continuous flow of illegal immigrants, mainly Indonesian, across the Straits of Malacca. It is apparent that the problem of illegal immigration will need to be tackled on a wider scale in the future.

APPENDIX "A"

Malayan Union Statistics for Migration into Malaya for 1947.

Immigration.		Men.	Women.	Children.	Total.
European	.. ..	603	249	86	938
Chinese	.. ..	21,657	3,654	890	26,201
Malays	.. ..	2,837	287	51	3,175
Indians	.. ..	15,125	2,214	1,678	19,017
Siamese	.. ..	4,463	1,530	23	6,016
Others	.. ..	616	111	83	810
		<hr/>	<hr/>	<hr/>	<hr/>
		45,301	8,045	2,811	56,157
		<hr/>	<hr/>	<hr/>	<hr/>

Emigration.

European	.. ..	173	90	27	290
Chinese	.. ..	23,104	4,233	1,482	28,819
Malays	.. ..	1,898	264	21	2,183
Indians	.. ..	19,621	3,178	4,602	27,401
Siamese	.. ..	4,587	1,710	36	6,333
Others	.. ..	184	48	16	248
		<hr/>	<hr/>	<hr/>	<hr/>
		49,567	9,523	6,184	65,274
		<hr/>	<hr/>	<hr/>	<hr/>

Malayan Union Gain and Loss of Immigrants for the Year 1947.

Europeans	.. ..	+430	+159	+59	+648
Chinese	.. ..	-1,447	-579	-592	-2,618
Malays	.. ..	+939	+23	+30	+992
Indians	.. ..	-4,496	-964	-2,924	-8,384
Siamese	.. ..	-124	-180	-13	-317
Others	.. ..	+432	+63	+67	+562
		<hr/>	<hr/>	<hr/>	<hr/>

Singapore Migration Statistics.

Immigration.		Men.	Women.	Children.	Total.
European	.. ..	9,487	6,067	2,462	18,016
Eurasians	.. ..	82	64	25	171
Japanese	.. ..	102	1	—	103
Chinese	.. ..	64,064	22,867	13,071	100,002
Malays	.. ..	6,453	1,215	697	8,365
Indians	.. ..	20,079	2,507	2,011	24,597
Others	.. ..	459	114	54	627
		<hr/>	<hr/>	<hr/>	<hr/>
		100,726	32,835	18,320	151,881
		<hr/>	<hr/>	<hr/>	<hr/>

Emigration.		Men.	Women.	Children.	Total.
Europeans	.. ..	10,108	4,486	1,333	15,927
Eurasians	.. ..	63	31	16	110
Japanese	.. ..	99	3	—	102
Chinese	.. ..	65,594	22,356	13,473	101,423
Malays	.. ..	6,911	1,152	668	8,731
Indians	.. ..	21,188	2,631	3,636	27,455
Others	.. ..	414	84	52	550
		<hr/> 104,377 <hr/>	<hr/> 30,743 <hr/>	<hr/> 19,178 <hr/>	<hr/> 154,298 <hr/>

Singapore Gain and Loss of Immigrants for the Year 1947.

		Men.	Women.	Children.	Total.
European	.. ..	- 621	+ 1,581	+ 1,129	+ 2,089
Eurasians	.. ..	+ 19	+ 33	+ 9	+ 61
Japanese	.. ..	+ 3	- 2	—	+ 1
Chinese	.. ..	- 1,530	+ 511	- 402	- 1,421
Malays	.. ..	- 458	+ 63	+ 29	- 366
Indians	.. ..	- 1,109	- 124	- 1,625	- 2,858
Others	.. ..	+ 45	+ 30	+ 2	+ 77
		<hr/>	<hr/>	<hr/>	<hr/>

In the Malayan Union emigration exceeds immigration by 9,117 emigrants. In Singapore emigration exceeds immigration by 2,417 emigrants.

In Singapore and the Malayan Union emigration exceeds immigration by 11,534 emigrants.

Singapore and the Malayan Union Gain and Loss for the Year 1947.

		Men.	Women.	Children.	Total.
European	.. ..	- 191	+ 1,740	+ 1,188	+ 2,737
Chinese	.. ..	- 2,977	- 68	- 994	- 4,039
Malays	.. ..	+ 481	+ 86	+ 59	+ 626
Indians	.. ..	- 5,605	- 1,088	- 4,549	- 11,242
Siamese	.. ..	- 124	- 180	- 13	- 317
Others	.. ..	+ 499	+ 124	+ 78	+ 701
		<hr/> - 7,917 <hr/>	<hr/> + 614 <hr/>	<hr/> - 4,231 <hr/>	<hr/> - 11,534 <hr/>

CHAPTER II.

*OCCUPATIONS, WAGES, LABOUR ORGANIZATION,
TRADE UNIONS, CO-OPERATIVE SOCIETIES.*

In the absence of the 1947 Census figures, it is not easy to produce an accurate survey of the man-power position in the Malayan Union classified under trades, industries and occupations. The total

population of the Malayan Union as at October, 1947, was 4,902,678, and it is estimated that of these at least 2,000,000 were engaged in gainful occupations. The natural growth of the population is high. It is calculated to be about 2.5 per cent. per annum and this is regarded as a conservative estimate. This should mean an increase in the working population of at least 50,000 a year.

As far as it has been possible to gather the requisite information, it is estimated that the total labour shortage at the end of the year was between twenty and thirty thousand workers. Many workers, however, were still engaged on reconstruction and rehabilitation and it is likely that this work will be reduced in the near future. On the other hand, as further tin mines are brought into production, there will be a greater demand for labour. It is not possible to assess with any degree of accuracy the actual number which will be required, or to estimate the incidence of demand, but the number of workers employed in the tin industry in December, 1947, was about 18,000 less than in December, 1939. There is, however, a growing tendency towards mechanisation on tin mines so that total requirements are ultimately likely to be reduced as a result unless additional mines are opened.

It is estimated that the natural growth of the population in Malaya will soon meet all foreseeable needs for labour, but there exists a large number of persons who prefer to work independently rather than for wages. Many of these at present are under-employed and it is in this section of the community that undernourishment and its attendant ills is most evident. There has, however, been a steady drift of labour of this kind from the kampongs to industry. The number of Malays now employed for wages is over 200 per cent. greater than in 1939 and the increase during 1947 almost equalled the total number employed before the war.

With the introduction of "The Children and Young Persons Ordinance" in August, the employment of children under 12 was forbidden by law. There was considerable opposition to this new measure, particularly from Indian mothers, whom it has always been difficult to persuade that their children are not fit for work until they are over 12 years of age, but it is becoming appreciated that the employment of children is now illegal.

Considerable progress has been made, despite the high cost of building materials and the fluctuating price of rubber, in rebuilding and rehabilitating living accommodation on estates and mines. There has also been improvement in the standard of housing provided in other industries.

Progress has also been made in the provision of adequate sanitation and of schools, playing fields and other amenities in rural areas, but the general living conditions of the urban worker in the larger towns continue to be insanitary and overcrowded.

Labour in Malaya consists mainly of Malays, Indians and Chinese. For many years there has been a reluctance on the part of the Malays to resort to a wage economy, but this attitude is rapidly changing. The cost of living makes it increasingly difficult for them to obtain a decent livelihood by operating small scale industries in their kampongs, and the growing political consciousness

of the Malay to-day has also acted as a spur. The result is that, whereas only 25,896 Malays were employed as labourers in December, 1938, the number had increased to more than 78,000 by December, 1947.

The Indian labourer in Malaya has mainly been recruited from the Madras Presidency, but in 1938 the Government of India decreed that no further unskilled workers would be permitted to immigrate to Malaya. The number of Indian labourers employed at the end of 1938 was 257,735 but by the end of 1947 this number had fallen to 205,723. The high mortality rate during the Japanese period was principally responsible for this decline. The majority of those who died were males. The ratio of women to men however is now 69.2 per cent. as compared with 51.6 per cent. in 1931.

The Chinese, partly as a result of the Japanese occupation, have tended to drift from the towns and many of them are to be found growing crops in the more isolated areas of the Union. Chinese squatters have increased substantially and provide a useful reservoir of labour. It is from this pool of labour that the workers for most of the tin mines have been recruited. These Chinese squatters appear to be contented and in good health, but are independent and are not as amenable to discipline as those who live in accommodation provided on estates. The Chinese have an aptitude for agriculture and on estates and mines they are the most energetic workers. Their standard of living is generally higher than that of other races and in general they have a better appreciation of their value as workers to an individual employer.

Owing to the differences in the terrain, variations in the incidence of industrialization and the fact that Malay, Chinese and Indian workers are not evenly distributed, each State of the Union has to some extent its own special characteristics and problems of labour and employment. Full details of the various strikes and disputes which occurred in the Union during the year cannot be given here, but in order to provide a background to the general picture some particulars of strikes and disputes which occurred are furnished.

In general, strikes and disputes were serious and frequent during the beginning of 1947, due mainly, in a number of instances, to the unfortunate way in which trade unionism developed in the States concerned. The trade union movement is comparatively new and in its infancy in this country and some workers still appear to be under the impression that the strike weapon should be resorted to on the slightest pretext in support of demands submitted to their employers instead of being used as a last measure after all other negotiations have failed. With the growth of adequate machinery for dealing with incipient disputes, this outlook however is declining. A number of these strikes had practically no background of general labour grievances and were inspired principally by political opportunists who, in a number of cases, had no connection whatsoever with the trade union representing the workers. In some instances there was resort to intimidation and extortion in order to achieve their ends. These two offences are still rife among the labourers, especially on rubber estates, but it is almost impossible to obtain witnesses who are prepared to give evidence in Court.

There can be no doubt that, during the period January to July, some trade unions were determined to establish themselves at all costs and to gain power and prestige by encouraging strikes, but with the fall in the price of rubber, workers realized the futility of resorting to the strike weapon. As a result, during the period May to August there was a distinct improvement in employer and employee relations in spite of the reductions made in contract tapping rates due to the fall in price. The promptness with which the rubber companies restored the cut shortly after the price of rubber recovered led to a definite improvement in relations between employers and workers and there is no reason why this should not continue.

The most notable strikes in the Union during the year were that of the staff of the Perak River Hydro Electric Power Company Ltd., and its subsidiary the Kinta Electrical Distribution Co., Ltd., and of the Malayan Collieries Ltd., at Batu Arang. The two disputes eventually were submitted to arbitration and in neither case was the award of the Arbitration Board accepted. Such a method of settlement is obviously of little practical value unless both parties first agree to accept the award. An amicable settlement in both these cases was eventually reached and an interesting outcome of these two strikes has been the setting up of satisfactory Works Committees, both of which have done much to improve relations between both sides and to settle minor problems without delay. The extension of the adoption of Works Committees is considered to be extremely desirable.

The most important strikes in the Union involving Government Servants were one of 500 attendants at the Central Mental Hospital, Tanjong Rambutan, and the other of workers at the Sentul Workshops of the Malayan Railway. In both cases an amicable settlement was eventually reached. The Willan Judgment, which clearly stated that, under the existing Labour Code, labourers employed on agreement who went on strike automatically broke their agreement, did much to discourage irresponsible strike action. It is hoped that with the registration of the Malayan Planting Industries Association as a Trade Union, negotiations in disputes in the rubber planting industry will be facilitated, and that collective bargaining will be established on a proper basis.

It is noteworthy that there was no unrest on European-owned mines. Undoubtedly the policy of the European section of the Malayan Mining Employers' Association of promptly raising rates of pay whenever circumstances justified an increase did much to keep labour contented.

There were two Malaya-wide token one-day strikes. The first was on the 25th August in protest against the 20 per cent. cut in contract tapping rates on rubber estates and the second was on the occasion of the "Hartal" supported by the Malayan Communist Party protesting against the Constitutional Proposals. The first was confined to rubber estates and was about 70 per cent. successful and the second concerned all workers except Government Servants and met with about the same proportion of success, except in the predominantly Malay areas.

TRADE UNIONS.

The year has shown a growing acceptance by employers of the need for recognizing trade unions that show some degree of stability and responsibility. Education in the principles of industrial relations and conciliation is, however, a slow and difficult process.

In Malaya it is true to say that in general the rapid growth of trade unionism amongst the workers since the liberation of the country is largely attributable to the efforts of a relatively small number of persons, not necessarily always engaged in the trade or industry of the workers whom they organize. This is inevitable. The disruption of the Malayan economy, the acute shortage of adequate rice supplies and the very real distress amongst large sections of the population, provided circumstances which encouraged the *ad hoc* growth of workers' organizations which were not by any standards democratic.

The trade union movement in Malaya is a natural product of the evolution of social, economic and political changes and the idea that British trade union practices can be imported without modification into Malaya and be expected to function, is unjustifiable. Trade union principles are basic; policy and application vary and depend upon the circumstances existing within a particular country. There is little similarity in economic background, industrial development, form of government, racial composition and experience of democratic institutions and procedure between Malaya and Britain. That interested parties and groups took advantage of the unsettled situation to further aggravate the economic position was to be expected.

The work of the Trade Union Adviser's Department has involved its officers in thousands of miles of travelling. Interviews, advice, drafting of rules, meetings both public and private, advising on all aspects of trade unionism from registration to conciliation and arbitration, etc., have taken up much time. Close liaison has been maintained between the Department, the Commissioner for Labour and the Registrar of Trade Unions. Action has been taken to amend the Trade Union Ordinance in the light of experience.

In spite of every assistance to enable officers of trade unions to conduct their own negotiations and to establish their own relations with their employer, there has been a tendency for the unions to ask the Department of the Trade Union Adviser not only to draft their claims, but to attend the joint meetings of union and employer. Many potential disputes were resolved and there has been no reluctance on the part of the employer to agree to this procedure. In some cases, both sides have requested the attendance of a member of the staff of the Trade Union Adviser's Department.

Considerable assistance has also been given to Trade Union organizers by officers of the Trade Union Registry.

Employers' Unions.

The number of employers' trade unions registered up to the end of 1947 was 19, with 3 applications pending. The two largest industries—tin and rubber—rightly appreciated the necessity for

unification and of an authoritative body capable of conducting negotiations with the employees' trade unions. Most employers in both groups are now members of the appropriate organization.

Employees' Unions.

The number of employees' trade unions registered up to the end of 1947 was 270, with 98 applications pending. The total membership of the registered unions, as shown by their application forms for registration, was approximately 195,113. Of this number 19,148 were in the employment of Government.

Although the early periods found much *ad hoc* grouping irrespective of occupation, industry or craft, a more recent trend is towards organization by workers with a similar or common occupational interest. This form of grouping is of considerable advantage from the aspect of the introduction of conciliation machinery.

Government employees, both daily and monthly paid, are organizing on a departmental basis, and provisional Whitley Council machinery has been designed to meet this development.

A further development with the daily paid Government employees' unions was the formation of a Joint Government Workers' Council. While having at the moment no executive authority, it carries out a useful function by giving opportunity for joint discussions on matters of common interest to the daily paid staff, and has proved invaluable to both Government and staff, when questions arose that required recognized representatives to sit on the Interim Joint Council, and also to give authoritative evidence before the Wages Commission on conditions of employment.

All officers and committees of the Unions of daily paid Government staff are themselves workers within their own departments, and thus are generally better qualified to negotiate on matters affecting their conditions of service than those of unions whose officers are whole time paid officials, and have little knowledge of the inside working conditions within the industry concerned. Several officers of the unions of Government daily paid staff have undoubted potentialities for leadership and with more experience and support they should be able to do much for their membership.

The professional and administrative staff in Government employment are in the process of dissolving their previous Associations and forming trade unions on a departmental basis. These unions should prove to be amongst the best in Malaya, and should in the course of time be in a position to help their colleagues in other unions in matters of adult education and the formation of a Workers' Educational Association.

Clerical Unions.

Malaya, with its large number of shipping, banking and industrial clerical workers, presents a difficult problem for trade union organization. Several clerical unions already exist, but the variety and nature of the work of the potential trade union membership make organization difficult. These unions are well run and administered with capable officers and responsible membership.

Two of such unions are responsible for running educational facilities for their members in book-keeping, languages, typing, shorthand and office administration.

The Rubber Industry.

The rubber industry, employing many thousands of workers, presents a different and perhaps confusing picture. Estates vary in size from small holdings to those of many thousands of acres. There are many types of ownership. The two main races of workers—Chinese and Indians—with essential differences in conditions of employment, languages and custom, all make for difficulty of organization and negotiation and create special problems. At present, trade union organization in the rubber industry is, with some exceptions, generally immature and unsatisfactory. That a need exists for organization amongst the Tamil labour force on rubber estates no one can doubt.

The employers have accepted the position and have taken active steps to set up an authoritative employers' association for the purpose of joint consultation and negotiation with responsible trade unions in the rubber industry.

The Incorporated Society of Planters is a professional organization and a registered trade union, embracing managers and planters employed by the various rubber companies or groups.

Many of the estates have their own simple rubber workers' unions with direct access to the individual manager. The officers in this type of union are workers on the estate and have a close personal knowledge of conditions and an intimate contact with their membership.

Another type of union consists of a group of estates whose employees are enrolled into district unions and generally linked up with a State federation. The officers of this type of union are usually whole time paid officials with little or no knowledge of actual working conditions upon the estates. The cost of administration in this type of union is usually very high relative to the total income from members' contributions.

With the essential difference in custom and conditions of employment between Chinese and Tamil workers employed on estates, the growth of large State rubber workers' unions with a membership confined to Tamil workers has begun to develop. This type of organization lends itself to the use of agreed conciliation machinery and fits in well with the administrative structure of the Employers' State Planters' Associations.

The main difficulty which presents itself is the lack of effective organization on the employees' side, and capable and responsible leaders who know the industry and who have the respect and confidence of the workers. On too many occasions have negotiations broken down through representatives failing to turn up at joint meetings, frequent changes of advocates during the course of negotiations, outside interference by persons having no status within the union, no knowledge of the industry, and no responsibility to the membership.

On the credit side, it may be said that there are several officers of trade unions in the rubber industry who have potentialities for leadership. Honest, and with integrity of purpose, they are attempting to establish sound democratic organizations which can play a major part in establishing good industrial relations with the employers, so necessary for economic stability and the improvement of the conditions of employment of the large number of workers in the rubber industry.

Registration of Trade Unions.

The registration of trade unions proceeded during the year and a comparison of the position in 1946 and 1947 is shown in Appendix B.

APPENDIX "B"

PROGRESS OF TRADE UNION REGISTRATION IN THE MALAYAN UNION, 1947.

Applications for Registration				No. of Trade Unions Registered			No. of Trade Unions					Position as at 31-12-47	
							Abandoned		Dissolved			No. of Trade Unions on record	Outstan- ding Appli- cations
	1946	1947	Total	1946	1947	Total	1946	1947	1946	1947	Total		
Employers' Trade Unions	15	9	24	7	14	21	..	..	..	2	2	19	3
Employees' Trade Unions	276	177	453	83	194	277	..	78	..	7	85	270	98
Total ..	291	186	477	90	208	298	..	78	..	9	87	289	101

Considerable leniency was shown in applying the Trade Unions Ordinance this year to registered trade unions in the Malayan Union, particularly regarding the time within which audited general statements had to be submitted, as due regard was paid to the fact that trade unions in this country were in the initial stages of their formation.

Some trade unions asked to be exempted from appointing a qualified accountant due to financial reasons, and to assist them this was agreed to, provided a qualified accountant was appointed next year. In the meantime, the Assistant Registrar was authorised to carry out the audit.

Ten successful prosecutions were undertaken by the Police of trade union officers or members in cases of intimidation and extortion. These two offences are still rife among the labourers especially in the rubber workers' unions but it is almost impossible to obtain witnesses who are prepared to give evidence in Court.

It was not found possible to register the Pan-Malayan Federation of Trade Unions (which replaced the General Labour Union) as that organization was unable to bring its rules within the provisions of the Trade Unions Enactment; in particular the requirement that not less than two-thirds of their officers shall be persons actually engaged or employed in an industry or occupation with which the trade union is connected.

The races represented by the trade unions in the various zones are in the following proportions :

	Chinese. Per cent.	Indians. Per cent.	Malays. Per cent.	Mixed races. Per cent.
(a) Malacca and Johore	68	27	5	—
(b) Selangor and Negri Sembilan	36.5	31.3	—	32.1
(c) Perak	52.5	20.5	4.3	22.7
(d) Penang, Province Wellesley, Kedah and Perlis ..	57.2	15.6	—	27.2
(e) Pahang, Kelantan and Trengganu	43	21	7	29

Labour Advisory Committees.

A Malayan Union Labour Advisory Board was set up with wide terms of reference and with power to recommend to His Excellency the Governor. The Committee is representative of Government, employers and employees, who appoint four members each with the Commissioner for Labour as the Chairman. It is to the credit of the trade union movement in the Union that their representatives carried out their duties in an efficient manner and have made valuable contributions to the discussions and recommendations.

Two trade union representatives were appointed to sit upon the Estimates Revision Committee, both of whom acquitted themselves creditably.

Two further trade union representatives were appointed to sit on the Malayan Union Advisory Council and fully justified the Administration's confidence in them.

Education of Trade Union Department Officers.

Preliminary arrangements were made during the year to provide a suitable course of training in trade union practice and conciliation technique in the United Kingdom for officers of the Department of the Trade Union Adviser. Owing to the staff position, it was not found possible to spare the only officer available during the year 1947. The existing course available at the University of London was not altogether suitable, and suggestions were made for an amended course which would allow of periods of training, both practical and theoretical, at the University, the Ministry of Labour and one of the larger trade unions. One officer will be leaving for the United Kingdom during 1948 and others will follow.

Mention should be made of the tentative arrangements which have been made by the Trade Union Adviser and the British Trade Union Congress for the granting of a Trade Union Congress Colonial scholarship, tenable for one year, to an officer or member of any registered Malayan trade union. Although no final agreement has been reached on this matter, it is hoped that efforts in this direction will be successful.

Education of Trade Unionists.

The lack of any such body as a Workers' Educational Association is a serious difficulty in the education of workers' groups. In

addition, it is apparent that at this early stage of development of trade unionism, there is need for a considerable flow of simple educational pamphlets and literature in English, Tamil, Chinese and Malay. An experimental series of simple pamphlets for members of Unions was prepared in four languages with the co-operation of the Department of Public Relations, in which emphasis was given to the members' duties, responsibilities and rights. These pamphlets proved exceedingly useful and the scheme is being expanded in 1948 with the recruitment of a special officer to the Department of Public Relations staff for the purpose of preparing further educational publicity material.

In view of the high percentage of illiterates amongst the workers themselves, the dissemination of instructional and educational material by other than written channels is important if the masses of the workers are to be reached. The Department of the Trade Union Adviser produced material for publicity on Trade Unionism which was presented to a large audience of Tamil and other estate workers by mobile units of the Department of Public Relations, who have pioneered in this field of educational work with mobile cinema and public address units. Competent field officers of that Department have, during 1947, addressed some 155,000 Tamil workers employed on 150 estates in their own language on a wide variety of subjects.

Such campaigns have proved invaluable, but to be effective must be followed up by Trade Union Field Officers. Until the end of the year the number of officers available for this purpose was quite inadequate.

The possibility of installing radio receivers in outlying estates and mines, etc., or of providing public listening facilities requires investigation, together with the preparation of suitable wireless programmes.

The introduction of study groups amongst suitable groups of workers has not been overlooked and some progress has been made. It is fully appreciated that it is preferable for the Trade Unions themselves to produce their own educational material, but in the absence of a Trade Union Congress or Labour Party only the Communist groups are in a position to do so.

Considerable assistance has also been given to Trade Union organizers by officers of the Trade Union Registry.

Despite the shortcomings and failures of many Unions and the control exercised over many of the Unions of daily paid workers outside Government service by Communist—controlled groups, progress has been made in the introduction of democratic trade unionism and sound foundations laid in the field of the introduction of conciliation and arbitration machinery.

CO-OPERATIVE SOCIETIES.

In 1947 a great deal of the confusion resulting from the Japanese occupation was cleaned up. Consequently nearly all pre-war societies were in a position to resume working again if they so wished. The moratorium has proved an obstacle to many societies and several societies which had financial transactions in Japanese

currency are not prepared to start business again until there is an authoritative pronouncement as to what value is to be placed on them.

There is, however, no doubt that general confidence in the stability of Co-operative Societies has been enhanced and this has already shown itself in the flow of new members into existing societies and the demand in rural areas for new societies of various types. There is also no doubt that Co-operative Societies have, in their own sphere, played an important part in speeding the rehabilitation of the country.

The total charge of the Co-operative Societies Department on the public purse on all counts was :

Personal Emoluments	..	..	..	..	\$224,809
Other Charges	..	..	..	..	143,115
Total					<hr/> \$367,924 <hr/>

The Government of the Colony of Singapore makes a contribution to the Headquarters expenses of the Department.

It was decided by the British Military Administration that no charges should be made for the departmental audit of societies. With the return of the Civil Government it was ruled that societies should pay for audit on the same terms as before the war. The audit of societies is still considerably in arrears and only a sum of \$386.50 was received as audit fees in 1947. Some of the large Thrift and Loan Societies were audited by Auditors approved by the Registrar and paid audit fees direct to them.

Rural Credit Societies.

The number of members is an all-time record. There were at the end of the year 136 societies with a membership of 4,458, a paid up share capital of \$142,110 and Reserve Funds amounting to \$34,279. The popularity of these rural co-operative credit societies was in part due to the fact that at a time when credit was very scarce, they were able to help their members without delay to rehabilitate their properties. Their activity, however, was greatly restricted by the moratorium. Many had a large proportion of their capital out in loans which could not be recovered until the moratorium was lifted. As there is no "outside" money in these societies they have all decided to waive interest on loans for the period of the Japanese occupation. The normal rate of interest charged is one per cent. per mensem on the outstanding principal. The period of the loan varies according to the purpose for which it is approved but rarely exceeds two years.

In the four Fishermen's societies the loans were all for the purpose of purchasing fishing equipment.

Seasonal Co-operative Credit Societies.

These societies are composed of padi planters and their purpose is to finance the planting of the annual crop and to maintain the planters until the harvest. All loans are therefore short-term loans and are repayable with interest at the harvest. At the end of the

year there were 60 registered societies of this type with a membership of 1,416, a paid up share capital of \$16,334, and Reserve Funds amounting to \$647. Eleven new societies of this type were registered in Kedah during the year. These are the first societies of this type to be registered in Kedah and there is considerable scope for expansion there and also in Perlis where no society of this type has yet been formed. There were 13 societies of this type under formation. Though many societies lost all their books during the Japanese occupation, it is not anticipated that there will be many bad debts though most societies will have to write off "cash in hand" which under duress was turned into Japanese currency and is now valueless.

Labourers' Co-operative Credit Societies.

Since the reoccupation the books of 386 societies have been reconstructed and audited. Of these 195 had resumed business by the end of the year. The books and records of most of these societies were completely lost during the occupation, the members were scattered and thousands were transported to Siam and died there. Fortunately, in most cases, the assets are complete but the task of tracing the owners of the assets has been a difficult one. The reconstruction has often been so slow that members have lost confidence and demanded immediate repayment of their savings. Much was done during the year to trace the legal personal representatives of deceased members. It was, however, rare for members even when demanding a refund of their savings to request that a society should be closed down and many wished to leave in one dollar as a token that at a suitable time they wished to start saving in the society once again.

Over one million dollars were paid out to members, past members and the nominees or legal personal representatives of deceased members.

Of the societies which started to function again very few issued any loans and only about \$30,000 were issued in all. The chief purposes of these loans were to send money to relatives in India, to buy clothes and to buy extra food.

Co-operative Thrift and Loan Societies for Salary Earners.

While there are 74 societies of this type on the Register, five in Kedah, one in Penang and one in Selangor had not started business by the end of the year. The membership was 25,381, the paid up share capital \$5,169,148, and Reserve Funds \$587,977. On account of the moratorium, these societies have not been able to recover their pre-war loans and it is possible that there will be some bad debts to write off, but there is no doubt that all societies are in a position to meet their liabilities in full. Owing to deaths and retirements during and immediately after the reoccupation, there was a severe drop in the membership but by the end of 1947 this decrease had been more than made up and the total membership was higher than in any previous year.

Large sums were paid out to those who had retired or to the nominees or legal personal representatives of deceased members and the total subscription capital is below the pre-war peak. It

is, however, anticipated that owing to the influx of new members the total savings by the end of 1948 will show a new record.

Most of the loans granted by these societies are for a period exceeding one year but not exceeding two. They are repaid by monthly instalments. The rate of interest varies between one half per cent. and one per cent. per mensem but the most usual rate is one per cent. per mensem on the unpaid principal.

General Purposes Co-operative Societies.

There were at the end of the year 139 societies of this type with a total membership of 23,762. These societies are primarily thrift societies in which members can deposit small savings withdrawable when the necessary occasion arises. Regular saving is encouraged and societies periodically expel members who have made no deposits. When goods were scarce these societies succeeded in buying coagulant, kerosene, textiles, milk and cigarettes in bulk from the importers for the benefit of the members. As a result the societies became very popular and there was a considerable increase in the membership. When the societies ceased making bulk purchases, the interest of many members waned and many of the new members resigned or were expelled.

These societies should not be judged solely by their financial transactions. In them members get their first lesson in thrift and their first experience of joint action on co-operative lines. Through them advice on agricultural, medical, veterinary and nutritional problems can be easily disseminated. In due course out of them spring other and more advanced forms of co-operative organisation.

Central Finance.

There are no Central Banks or Banking Unions, as understood in other countries, in Malaya. The only approximation to a Banking Union is to be found where there are separate co-operative societies for labourers on divisions of a large estate or company. In seven areas Banking and Investment Unions of societies have been formed in this way. These Unions invest the surplus funds of the constituent societies but grant no loans.

At no time has Government ever advanced money to a co-operative society. No inducement is held out that if a society is formed, the members will be able to get its working capital from external sources. As a result of restricting outside borrowing, societies have been in a position to waive all interest on loans to members during the period of the Japanese occupation. The fact that the societies had no accumulation of interest to pay to Banks or outside creditors for the occupation period had an important bearing on the ability of rural societies to restart as soon as their books were reconstituted and audited.

Consumer Societies.

Of the seven societies on the Register at the end of the year, only two were in existence before the war and they both suffered heavily as a result of the Japanese occupation. Three others were formed in 1946 and two in 1947. At the end of the year these seven societies had a total membership of 6,036 and a paid up capital of \$93,331. Cash purchases amounted to \$896,393 and cash sales to \$922,316.

The formation of these societies was an effort on the part of consumers to protect themselves from profiteers and blackmarket operators. It was the worst possible time for amateurs to set up retail stores as they had to make their purchases on a falling market and skill and experience were vitally necessary to avoid being left with goods which could only be sold at a loss. As the supply of goods became more abundant, members tended to purchase from their society only those goods of which the supply was still short. Co-operative education was not sufficiently widespread and as a result loyalty was not deep-seated. There is no Wholesale Society though the formation of one is under discussion.

Whatever the future of Co-operative Stores in Malaya may be there is no doubt that in the short-term of their existence they have performed a useful service for their members. They have also helped to reduce prices and have thereby benefited non-members.

Producers Marketing and Processing Societies.

There were two registered societies for the co-operative marketing of rubber at the beginning of the year. One was a successful society until the outbreak of war in Malaya and had brought considerable benefit to its members. Unfortunately its capable Chairman was murdered soon after the Japanese surrender and all efforts to resuscitate it in 1947 proved fruitless. On the other hand the Ijok Co-operative Rubber Marketing Society has done well. The membership increased during the year from 76 to 95. Approximately $112\frac{1}{2}$ tons of rubber were sold during the year and the members estimate that after deducting the cost of transport, sales commission and incidental expenses, the price obtained was \$4 per picul higher than that paid by the kampong rubber dealers. The benefit is really more than this as the price in this kampong was higher than elsewhere owing to the competition of the society.

In view of the obvious benefits to be obtained from joint marketing of rubber it might be expected that the example set by the small growers at Ijok would be widely copied. This has not, however, proved to be the case. Smallholders from other areas have been taken to Ijok and have been shown the methods and records of the society. They have been duly impressed and then returned home and done nothing. Lack of initiative to make a change and vested interests have so far prevented the spread of co-operative marketing of rubber.

Before the war six Co-operative Egg Marketing Societies were formed in the district of Krian. They succeeded in raising the net price obtained by the members from 13 cents for 10 eggs to 18 cents. The kampong price is now in the region of 15 cents for one egg and at this price the members are not prepared to take any action to resurrect the societies. Initial steps have been taken to remove them from the Register but when conditions become more propitious they can be revived. The experience gained will not be lost.

There were three unions of Thrift and Loan societies in existence during the year with 24 societies as members. In addition to watching the interests of these members they operate as trustees

of two Scholarship Funds known as The Sir George Maxwell Memorial Fund and The Cavendish Memorial Scholarship Fund. The scholarships awarded from these Funds are mostly held at English Schools and do not involve any education in Co-operation.

Registration and Liquidation.

The total number of societies on the Register on 1st January, 1947, was 838; 30 were registered during the year and 27 struck off the Register leaving a total on 31st December, 1947, of 841. The 27 liquidations were mostly the casualties of war. Some estates which previously employed Indian labourers ceased to do so and internal dissension lead to the collapse of other societies.

CHAPTER III.

PUBLIC FINANCE.

The estimates for the year 1947 are summarised below :

Revenue	\$213,421,500	
Recurrent Expenditure—		
1. Personal Emoluments	\$ 63,851,685	
2. Other Charges	110,086,367	
	<u>173,938,052</u>	
Surplus		\$ 39,483,448
Extraordinary Expenditure		160,397,953
	Total Deficit ..	<u>120,914,505</u>

These estimates excluded the revenue of the Malayan Railways but provision was made under expenditure to meet the deficit on the Railway budget estimated at \$37,645,000.

Estimated revenue and actual revenue for the period are given below :

Head.	Estimate.	Actual.	Increase or Decrease.
	\$	\$	\$
1. CLASS I.—			
(i) Customs	117,984,400 ..	130,548,406 ..	+ 12,564,006
(ii) Excise	3,705,000 ..	5,840,431 ..	+ 2,135,431
(iii) Forests	1,827,000 ..	2,833,837 ..	+ 1,011,837
(iv) Lands and Mines	12,181,000 ..	12,563,639 ..	+ 382,639
(v) Licences and Internal Revenue	12,764,700 ..	16,335,250 ..	+ 3,570,550
2. CLASS II.—			
(vi) Fees of Court or Office, Payments for Specific Services and Reimbursements	38,529,300 ..	50,620,455 ..	+ 12,091,155
(vii) Municipal	4,374,500 ..	5,486,798 ..	+ 1,112,298
3. CLASS III.—			
(viii) Light, Water, Power, etc.	8,432,400 ..	9,607,113 ..	+ 1,174,713
(ix) Posts	3,984,000 ..	4,880,394 ..	+ 896,394
(x) Forests	—	—	—
(xi) Telecommunications	3,373,000 ..	5,490,034 ..	+ 2,117,034
4. CLASS IV.—			
(xii) Rent on Government Property	492,400 ..	2,990,890 ..	+ 2,498,490
(xiii) Interest	1,171,200 ..	9,033,920 ..	+ 7,862,720
5. CLASS V.—			
(xiv) Miscellaneous	4,159,700 ..	3,241,798 ..	— 917,902
(xv) Land Sales	359,400 ..	342,897 ..	— 16,503
(xvi) Sale of Property	83,500 ..	632,504 ..	+ 549,004
Total ..	<u>213,421,500 ..</u>	<u>260,453,366 ..</u>	<u>+ 47,031,866</u>

These figures show an excess of some \$47 million over the original estimates but this in itself does not give a true picture since the accounts for the year have not been finally closed. The increases were principally in respect of customs duties, licence fees, interest and Malayan Union Share of the All-Malayan (Currency Surplus) Fund.

Expenditure estimates are summarised below :

Department.	Other Charges.							
	Personal Emoluments.		Annually Recurrent.		Special Expenditure.		Total.	
	\$	c.	\$	c.	\$	c.	\$	c.
1. Charges on Account of Public Debt	—	..	6,114,910	20..	598,015	20..	6,712,925	40
2. Pensions, Retiring Allowances, Gratuities, Political Pensions, etc.	—	..	10,925,361	82..	3,330,671	44..	14,256,033	26
3. Rulers and Chiefs	1,641,873	83..	523,744	75..	100,415	79..	2,266,034	37
4. Governor-General	—	..	—	..	—	..	—	..
5. Governor	121,740	69..	59,228	17..	18,119	97..	199,088	83
6. Civil Service	2,717,994	00..	—	..	—	..	2,717,994	00
7. Secretariat	121,456	72..	125,839	07..	67,041	73..	314,337	52
8. Resident Commissioners	114,980	36..	147,319	68..	192,755	95..	455,055	99
9. Mentri Besar and State Secretaries	19,776	22..	79,761	36..	44,602	08..	144,139	66
10. Agricultural	738,980	68..	1,100,606	91..	162,503	40..	2,002,090	99
11. Audit	157,623	33..	57,532	11..	1,971	14..	217,126	58
12. Broadcasting	153,080	82..	132,581	90..	866,611	80..	1,152,274	52
13. Census	—	..	—	..	682,764	18..	682,764	18
14. Chemistry	58,086	45..	5,930	38..	1,263	80..	65,280	63
15. Chinese Affairs	40,195	46..	12,523	00..	3,812	83..	56,531	29
16. Civil Aviation	20,852	47..	151,607	59..	26,333	89..	198,793	95
17. Claims Commission	187,308	46..	22,153	88..	16,285	12..	225,747	46
18. Clerical Services	5,539,688	16..	—	..	—	..	5,539,688	16
19. Co-operative Society	167,121	13..	61,312	70..	1,738	50..	230,172	33
20. Custodian of Enemy Property	108,854	65..	253,778	43..	64	00..	362,697	08
21. Customs and Excise	1,513,165	32..	4,176,056	32..	721,934	13..	6,411,155	77
22. District and Land Offices	1,222,294	75..	1,203,038	99..	1,271,597	69..	3,696,931	43
23. Drainage and Irrigation Department	543,621	46..	141,710	85..	4,887	58..	690,219	89
24. Drainage and Irrigation, Annually Recurrent	—	..	1,545,916	32..	—	..	1,545,916	32
25. Drainage and Irrigation, Special Services	—	..	—	..	2,595,017	14..	2,595,017	14
26. Education	6,714,854	51..	4,432,823	07..	1,829,184	26..	12,976,861	84
27. Electricity	798,148	46..	141,546	39..	45,263	73..	984,958	58
28. Electricity Supply	—	..	5,251,453	95..	—	..	5,251,453	95
29. Electricity, Special Services	—	..	—	..	1,260,612	09..	1,260,612	09
30. Estate Duty	39,150	32..	16,398	44..	21,798	82..	77,347	58
31. Film Unit	37,358	42..	53,290	53..	19,392	80..	110,041	75
32. Fire Services	219,516	21..	237,902	61..	75,817	09..	533,235	91
33. Fisheries	29,936	52..	37,865	05..	59,673	36..	127,474	93
34. Food Control and Supplies	1,935,931	67..	340,596	72..	33,753,489	30..	36,030,017	69
35. Food Production	211,163	37..	5,073,162	49..	1,237,551	09..	6,521,876	95
36. Foreign Exchange	21,359	47..	15,809	24..	120	00..	37,288	71
37. Forest	681,966	72..	542,433	83..	346,498	17..	1,570,898	72
38. Games	52,933	23..	89,229	85..	13,749	59..	155,912	67
39. Geological Survey	61,252	16..	38,089	20..	16,377	15..	115,718	51
40. Government Gardens and Plantations	11,115	99..	146,042	98..	11,053	75..	168,212	72
41. Immigration	63,822	54..	32,285	45..	23,708	31..	119,816	30
42. Industry and Commerce	52,060	16..	13,902	13..	21,538	97..	87,501	26
43. Inland Revenue	18,775	92..	—	..	—	..	18,775	92
44. Judicial	640,254	66..	181,446	55..	27,521	47..	849,222	68
45. Labour	141,067	77..	166,637	37..	12,037	20..	319,742	34
46. Legal	155,273	05..	58,140	09..	5,787	08..	219,200	22
47. Magistrates Courts	52,631	55..	8,200	22..	4,832	20..	65,663	97
48. Malayan Establishment Office	831,645	47..	573,641	07..	1,673	00..	1,406,959	54
49. Malayan Meteorological Service	30,727	24..	18,785	20..	3,091	80..	52,604	24
50. Malayan Railways	—	..	—	..	12,915,775	31..	12,915,775	31
51. Malayan Security Service	167,092	42..	124,690	08..	8,400	50..	300,183	00
52. Marine Department	254,209	98..	345,607	99..	1,565,067	43..	2,164,885	40
53. Medical	6,043,719	20..	7,726,461	06..	419,114	57..	14,189,294	83
54. Mines	254,444	74..	83,575	14..	17,515	21..	355,535	09
55. Malay Regiment	1,005,933	84..	1,520,209	66..	780,957	52..	3,307,101	02
56. Volunteers	1,642,048	59..	63,017	52..	1,619	17..	1,706,685	28
57. Miscellaneous Services	522,796	11..	649,444	49..	66,885,634	06..	68,057,874	66
58. Museums, etc.	9,795	98..	2,522	66..	2,041	26..	14,359	90
59. Official Assignee and Registrar of Companies	74,734	01..	16,613	03..	6,495	65..	97,842	69
60. Police	8,643,743	96..	5,730,734	53..	891,932	59..	15,266,411	08
61. Postal Services	1,980,816	33..	1,162,241	36..	127,260	54..	3,270,318	23
62. Price Control	484,964	35..	179,036	49..	6,669	32..	670,670	16
63. Printing Department	233,353	03..	679,015	00..	38,350	81..	950,718	84
64. Prisons	562,610	21..	1,075,046	61..	48,523	82..	1,686,180	64
65. Public Relations	246,954	24..	400,714	80..	110,198	55..	757,867	59
66. Public Trustee and O. A.	15,092	78..	2,238	62..	247	20..	17,578	60
67. Public Works Department	2,325,157	51..	1,368,754	72..	2,459,132	70..	6,153,044	93
68. Public Works Recurrent Expenditure	—	..	23,761,727	05..	—	..	23,761,727	05
69. Public Works Extraordinary	—	..	—	..	16,150,729	41..	16,150,729	41
70. Religious Affairs	361,928	13..	228,369	71..	18,574	50..	608,872	34
71. Road Transport	244,645	29..	85,925	93..	379,680	85..	710,252	07
72. Social Welfare	210,814	48..	638,280	10..	501,492	28..	1,350,586	86
73. Statistics	4,746	00..	420	36..	485	00..	5,651	36
74. Survey Department	1,262,607	60..	675,176	85..	87,957	46..	2,025,741	91
75. Telecommunications	2,055,812	29..	2,284,355	54..	2,054,167	60..	6,394,335	43
Carried forward	56,597,661	44..	93,114,776	16..	154,977,201	90..	304,689,639	50

Department.	Personal Emoluments.		Other Charges.						Total.	
			Annually Recurrent.		Special Expenditure.					
	\$	c.	\$	c.	\$	c.	\$	c.		
<i>Brought forward</i>	..	56,597,661	44..	93,114,776	16..	154,977,201	90..	304,689,639	50	
76. Town Boards..	823,032	97..	8,296,360	17..	841,790	96..	9,961,184	10	
77. Town Planning	37,985	40..	5,858	45..	3,465	54..	47,309	39	
78. Trade Union Adviser	34,413	79..	15,292	42..	5,378	30..	55,084	51	
79. Treasury	298,087	35..	62,194	71..	7,242	56..	367,524	62	
80. Veterinary	277,949	53..	355,630	82..	777,199	21..	1,410,779	56	
81. Claims Office	26,208	25..	3,524	84..	—	..	29,733	09	
TOTAL	58,095,338	73..	101,853,637	57..	156,612,278	47..	*316,561,254	77	

It is not at present possible to estimate accurately the final expenditure of the period under review as the accounts of the Crown Agents have been delayed. The latest estimates, however, place expenditure at approximately 7.8 million below the original estimates. The net reduction was not evenly spread among expenditure heads. Reduction of 24.7 million took place in the case of the Railways, 4 million for Public Works extraordinary, 3.7 million for Medical, and 5.1 million for Telecommunications, other items 7.3 million all of which were largely due to the non-arrival of stores. On the other side of the account, the actual expenditure shown does not include anything against the provision of \$25 million (which is now estimated to amount to \$33 million) made against loss on sales of Foodstuffs ; but unforeseen expenditure on ex gratia payments of Arrears of Salary and Wages to non-interned Government servants (included under Miscellaneous) amount to \$28.3 million.

The total amount of the Malayan Union Public Debt at the end of 1947 is summarised below :

	Date of Issue.	Maturity Dates.	Rate of Interest.	Amount of Loan. \$
1. Former F.M.S.	1931 .. 1959	.. 4½%	..	16,000,000
	1935 .. 1960/70	.. 3%	..	34,285,715
	1936 .. 1956/66	.. 3%	..	15,000,000
	1940 .. 1952/59	.. 3%	..	20,000,000
	1941 .. 1953/60	.. 3%	..	10,000,000
2. M.U. Share of former S.S. ..	1940 .. 1952/59	.. 3%	..	7,500,000
	1941 .. 1953/60	.. 3%	..	3,000,000
War Saving Certificates 1950	.. —	..	..	2,602,614
3. M.U. Liability in respect of former U.M.S.—				
(i) S.S. Loan to Trengganu	— .. —	.. 3½%	..	1,652,000
(ii) S.S. Loan to Kelantan	— .. —	.. 2%	..	3,276,478
(iii) S.S. Loan to Kelantan	— .. —	.. 4%	..	36,750
(iv) C.D.F. Loan to Kelantan	— .. —	.. 4%	..	16,025
				<hr/> 113,369,582
4. M.U. Loans	1946 .. 1954/56	.. 2½%	..	7,157,100
	1946 .. 1962/66	.. 3%	..	51,581,500
	1947 3 months Treasury Bills	.. ¾%	..	17,250,000
				<hr/> 189,358,182

The Sinking Fund Contributions in respect of the above loans amounted to approximately \$34 million on 31st December.

* A sum of \$10 million should be added to this amount in respect of Agency Accounts which have not been included in this Expenditure.

MALAYAN UNION

ASSETS AND LIABILITIES OF THE MALAYAN UNION AS AT 31ST DECEMBER, 1946, AND ESTIMATED ASSETS AND LIABILITIES OF THE MALAYAN UNION AS AT 31ST DECEMBER, 1947.

LIABILITIES.	Actual 1946.			Estimated 1947.			ASSETS.			Actual 1946.			Estimated 1947.		
	\$	c.		\$	c.		\$	c.		\$	c.		\$	c.	
Loan Account—Malayan Union Local Loan :															
2½% Malayan Union Local Loan, 1954/56	2,046,400	00		7,157,100	00		Cash—In Treasuries and Banks In Agencies	35,197,297	10	81,262	48	26,909,784	40	102,080	70
3% Malayan Union Local Loan, 1962/66	30,248,700	00		51,581,500	00		Cash in Transit	..	..	35,116,034	62	27,011,865	10	67,358	60
	32,295,100	00		58,738,600	00		Fixed Deposit Security	..	..	3,914,153	04	4,628,571	30		
Less Loans to Tin Mines ..	24,979,864	00		48,738,600	00		Joint Colonial Funds (Crown Agents)	..	..	102,186	98	31,707,795	00		
Treasury Bills .. .. .	..			..			Cash in Funds—Crown Agents : Sultan Ibrahim Studentship Fund, Johore	..	..	1,314	50	63,111,120	00		
Loans (Interest Free) to Imperial Govt. for War Purposes ..	..			..			Investments—Surplus Funds ..	..	..	65,650,946	75	42,220,943	00		
Due to other Governments ..	..			..			Investments—Special Reserve Fund ..	..	..	56,763,441	00	56,762,194	00		
Sundry Outstanding Accounts Deposits .. .. .	..			..			Investments—Opium Revenue Replacement Fund ..	..	..	58,568,906	40	1,630,199	00		
Sundry Funds .. .. .	..			..			Investments—Specific Funds ..	..	..	1,445,627	11	200,000	00		
Electrical Department—Renewals Fund .. .. .	..			..			Suspense—General ..	..	..	228,003	38	23,906,617	00		
Opium Revenue Replacement Fund .. .. .	..			..			Advances ..	..	..	30,947,220	61	20,000	00		
Special Reserve Fund .. ..	..			..			Imprests ..	..	..	23,991	60	341,303	40		
							Loans—Imperial Govt. for War Purposes (Interest Free)	..	..	369,303	61	964,178	60		
							Planters Loan Board ..	..	..	162,059	46	305,825	00		
							Miscellaneous ..	..	..	..	..	1,611,307	00		
							Deficit .. .. .	..	..	1,495,541	67	74,336,873	00		
										8,978,983	96	295,507,048	00		
										263,236,351	62				

PUBLIC TRUSTEE AND OFFICIAL ADMINISTRATOR.

The number of estates and trusts on hand at the close of the year was approximately 2,550 including some 2,200 small estates under summary administration. Business transacted during the year exceeded \$10,000,000 leaving on hand assets, in various forms, valued at over \$9,200,000. Of this sum \$2,745,000 is represented by real property, \$5,300,000 by trustee investments, \$893,000 by cash in banks, and \$346,000 in shares and other movables not included in the two previous items. At present the trusts and estates situated in the former Federated Malay States (Negri Sembilan, Pahang, Perak and Selangor) constitute 96% of the total in the care of the Department, Penang coming next with 2.5%. Curtailed services were available in Malacca and Johore, but none, or negligible, in the remainder of the States.

An unusual feature of the year's work of the Office of the Public Trustee and Official Administrator consisted of the undertaking of the administration of some 2,700 small estates (mostly under \$500 in value) belonging to former Government employees who died during the Japanese occupation and in which the assets were comprised almost entirely of back pay and first instalments of ex gratia awards. While everything possible has been done with the staff available only a small proportion of these estates, and limited to the assets already in hand, have been distributed.

Another unusual feature has been the unavoidable necessity of refusing to accept new estates until the present congestion is overcome. This step was taken with profound regret that the social services for which the Department was created had to be withheld from the public.

CHAPTER IV.*CURRENCY AND BANKING.**Currency.*

The standard currency of the Malayan Union is the Malayan dollar with a value of two shillings and four pence and divided into one hundred cents. The currency is issued by a Board of Commissioners of Currency which was established under an Agreement signed in 1938 by the Governments of the Straits Settlements and the Malay States. The currency of the country is on a sterling exchange standard and the Commissioners are bound to issue on demand currency notes at the rate of one dollar for two shillings and four pence of sums in sterling lodged with the Crown Agents in London and to pay on demand the sterling equivalent of Malayan currency notes lodged with them in Malaya. Under the law the Commissioners can charge commission at the rate of three-sixteenths of a penny for every dollar issued and one farthing in respect of every dollar received.

Provision is made for the establishment and maintenance of a Currency Fund in such a way that its value shall stand at one hundred and ten per cent. of the face value of the currency notes and coin in circulation. There is also provision for making each Government liable to meet any deficiency in the Fund should the

assets at any time prove inadequate to meet legal demands upon the Currency Commissioners for the conversion of currency into sterling.

The Currency (Transitional Amendment) Ordinance, 1946, which came into force on 1st April, appointed the Financial Secretary of the Malayan Union and the Financial Secretary, Singapore, to be the Board of Commissioners of Currency for Malaya.

The position of the note circulation at 31st December is summarized in the following table :

		\$	c.
(1) Pre-invasion issues	..	238,804,963	95
Less			
(i) Notes presented for redemption by evacuees from Malaya and destroyed	..	2,236,849	59
(ii) Notes destroyed by Currency Commissioners and withdrawn from circulation between September, 1945, and 31st December, 1947	..	142,436,327	50
		<hr/>	144,673,177 09
			94,131,786 86
(2) Notes issued since the liberation	.. ..	317,972,060	06
		<hr/>	
Note circulation at 31-12-47		412,103,846	92
		<hr/>	

It should be noted that the figure for pre-invasion issues is the total nominal circulation as at the 15th February, 1942, and it is impossible to estimate what proportion of the amount has been lost or destroyed in the hands of the public since that date.

In comparing the pre-occupation with the present position it is necessary to take into account the fact that the Malayan dollar is replacing the old British North Borneo and Sarawak currencies. The note circulation increased in the twelve months under review by approximately \$24,300,000.

Foreign Exchange Control.

Foreign exchange control is operated in conjunction with the controls existing throughout the sterling area.

Trade between Malaya on the one hand, and Siam and Netherlands East Indies, on the other, is permitted to be carried on by the barter system, which is controlled to ensure that the trade is in approximate equilibrium.

Remittances to China are permitted subject to supervision, up to an amount of \$45 per family per month, through remittance shops. Owing to the increasing depreciation of the Chinese national dollar, the general tendency has been to reduce remittances to the minimum amount required.

Banking.

The year 1947 witnessed an extension of branch banking—The Chartered Bank of India, Australia & China opened in Port Swettenham and Teluk Anson and the Hongkong & Shanghai Banking Corporation in Teluk Anson and Cameron Highlands. The Eastern Bank Ltd., previously represented only in Singapore, established a branch office in Penang on 8th December, 1947.

A new bank, the Malay National Banking Corporation Limited, the membership of which is confined to Malays, was registered and incorporated on 12th May, 1947, with its Head Office in Kuala Lumpur.

The following is a list of the Banks now represented showing the location of their branches :

Ban Hin Lee Bank Ltd.	..	Penang.
The Bank of China	.. ..	Penang, Kuala Lumpur.
The Batu Pahat Bank Ltd.	..	Batu Pahat.
The Chartered Bank of India, Australia & China	.. ..	Alor Star, Ipoh, Klang, Kuala Lumpur, Penang, Port Swettenham, Seremban, Sitiawan, Taiping, Teluk Anson.
The Eastern Bank Ltd.	..	Penang.
The Hongkong & Shanghai Banking Corporation	..	Cameron Highlands, Ipoh, Johore Bahru, Kuala Lumpur, Malacca, Muar, Penang, Sungei Patani, Teluk Anson.
The Indian Bank Ltd.	..	Kuala Lumpur.
Indian Overseas Bank Ltd.	..	Kuala Lumpur.
Kwong Yik (Selangor) Banking Corporation.	.. . . .	Kuala Lumpur.
M. C. T. M. Banking Corpora- tion	.. .. .	Kuala Lumpur.
The Malay National Banking Corporation Ltd.	.. ..	Kuala Lumpur.
The Mercantile Bank of India Ltd.	.. .. .	Ipoh, Kuala Lumpur, Kota Bahru, Kuala Trengganu, Kuala Lipis, Kuantan, Penang.
Netherlands Trading Society	..	Penang.
Oriental Bank of Malaya, Ltd.		Kuala Lumpur, Klang, Seremban.
Oversea Chinese Banking Corporation Ltd.	.. ..	Alor Star, Batu Pahat, Johore Bahru, Ipoh, Klang, Kuala Lumpur, Klang, Kota Bahru, Malacca, Muar, Penang, Seremban, Segamat, Taiping, Teluk Anson.

CHAPTER V.

COMMERCE.

The Customs Department continued the control of Imports and Exports initiated in 1946 and the schedules then introduced have remained substantially the same.

The method of import and distribution of Government-purchased foodstuffs and relief supplies continued on the same lines as in 1946. The procedure was modified but generally such supplies were procured by Government and imported, stored and distributed by commercial organisations acting as Government Agents and under Government direction.

Government-procured textiles continued to arrive in considerable quantities. During 1947 $3\frac{1}{2}$ million yards were issued at Government direction and $23\frac{1}{2}$ million yards were issued for sale in the open market. An even flow of releases to the open market was maintained and prices were held relatively stable.

Import Policy.

Up to April, 1947, all applications to import goods from hard currency sources were made to Singapore. This arrangement had been agreed upon originally to avoid duplication in the issue of difficult foreign exchange. In practice it proved to be unsatisfactory from the viewpoint of the Malayan Union and after much negotiation the Malayan Union control took over the issue of import licence for goods from all sources, a system of returns being agreed upon to avoid the occurrence of duplication. The new arrangement has worked satisfactorily and it has been found possible by applying the same system to delegate full authority to the control office in Penang.

Joint Advisory Board on Import and Export Policy.

Efforts on the part of both Governments to achieve closer co-ordination in import and export policy finally resulted in the creation of the Joint Advisory Board on Import and Export Policy in August, 1947. The members of the Board during 1947 were the Economic Adviser to His Excellency the Governor-General as Chairman, with the Financial Secretary and Economic Adviser, Malayan Union, and the Financial Secretary and Secretary for Economic Affairs, Singapore. The officers-in-charge of Import and Export Control in each administration have attended all meetings of the Board. The Board has performed a very valuable function and has made many recommendations to Government on major problems. As a direct result of its recommendations fortnightly liaison meetings now take place between the control authorities in both administrations. Much detailed work in bringing about a unified application of policy has been achieved at these fortnightly meetings and both controls are now operating on agreed Import and Export Guides which lay down the conditions for the import and export of specified commodities.

Importation of Quota Goods.

Much controversy has arisen during the course of the year over the method of allotting quotas. The issue has lain between two principles ; (a) limitations of allotment to pre-war importers, and (b) the "open-to-all" principle.

A third alternative, that is, the sale of quotas by auction, was proposed and debated but not accepted.

Open General Licence for Rubber.

An Open General Licence for the importation of rubber from all sources was issued on 1st May, 1947.

Relaxation of Control.

Following the tightening up of control necessitated by the Dollar Crisis a marked reaction in policy took place towards the end of the year. A favourable interpretation of the non-discrimination clause in the Anglo-American Loan Agreement and the clarification of the balance of payments situation as regards movement of goods within the sterling area appear to have been major considerations in this change of policy. Under international monetary fund arrangements the United Kingdom—Colonial Group (including Southern Rhodesia and Burma) form a separate unit from other parts of the sterling area, and it has now become clear that the movements of goods within that group do not affect the balance of payments position in regard to areas outside that group, except in so far as consumption of goods with a high export value to destinations outside the group is concerned. It has therefore been possible to issue an open general licence for goods originating in the United Kingdom—Colonial Group with the exception of those which are of high value for export to destinations outside the group. This licence has been extended to cover war devastated territories whose economy it is in the ultimate interest of the United Kingdom—Colonial Group to re-establish.

Goods subject to allocation are of course excluded from this open general licence.

EXPORT CONTROL.

General Basis of Control.

The authority is the Prohibition of Exports Order, 1946. The export of the goods enumerated in the two schedules to the Order is prohibited except under licence issued by or in behalf of the Comptroller of Customs ; those on the First Schedule to all destinations and those on the Second Schedule to all destinations except the Island of Singapore. The items on the First Schedule comprise, briefly, livestock, consumer goods and goods required for the rehabilitation of local industry. Those on the Second Schedule comprise the major natural products of the Malayan Union.

The main objects of this legislation are to prevent goods in short supply from leaving the Malayan Union and to implement international obligations in respect of Malaya's natural products.

The Assistant Comptroller of Customs, Penang, has been fully authorised to issue licences under the Prohibition of Exports Order and considerable authority has been delegated to other Assistant Comptrollers and Senior Customs Officers throughout the country.

MAIN DEVELOPMENTS IN EXPORT POLICY.

Open General Licence for Rubber.

Rubber, by far the most important commodity in Malayan trade, was freed from export control with effect from 1st January, 1947.

Free Export of Tapioca and Sago Products.

During the latter part of 1946 and the early part of 1947 the export of tapioca and sago products was restricted on the grounds that they were rice substitutes the export of which might prejudice the Malayan rice allocation. The result was an accumulation of unsaleable stocks in North Malaya and export was allowed freely as from 3rd March, 1947.

Export of Copra and Coconut Oil.

Up to 21st November, 1947, the export of copra and coconut oil was permitted only if consigned to the Ministry of Food, United Kingdom, with the exception that special allocations were made to Hong Kong and Burma during the course of the year. From the 21st of November, the re-export of coconut oil and copra (or oil expressed therefrom) imported from outside Malaya was permitted to any destination. From the 26th November the export of coconut oil produced from Malayan copra was permitted to any destination against proof of export of an equal quantity to the Ministry of Food. Locally-produced copra was not affected by these measures.

Relaxation of Control.

The general supply position has improved rapidly during the course of the year and it has been possible to allow greater freedom to export goods of value in the entrepot trade. The most important commodities affected have been :

- (i) *Textiles*, for which a liberal export quota based on the flow of imports is now operating.
- (ii) *Evaporated Milk*, for which a similar quota operates.
- (iii) *Cigarettes*, the export of which is now allowed freely in view of the stock position.
- (iv) *Building Materials*, which are now being exported in increasing quantities to Southern Siam.
- (v) *Mining Machinery and Stores*, which are also moving to Siam in increasing quantities.

The general principle adopted is that the maximum amount of export will be allowed subject to the prior satisfaction of the Malayan and British Borneo markets, and in view of the precarious forward supply position this principle must be adhered to in the interests of the Malayan and Borneo consumer.

EFFECT OF CONTROLS ON LOCAL TRADE.

There can be little doubt that the general trader has made handsome profits in spite of the operation of controls. There has been a seller's market in most commodities during the year and the few that have been subject to quotas on import have acquired an enhanced value in priming the sale of other goods. The flow of imports has been satisfactory as is shown by the comparative abundance of most types of goods on sale locally. Certain essential

commodities such as Steel and Machinery still remain in short supply but this is directly attributable to non-availability and not to import restrictions. Foreign exchange has been approved freely for all essential goods.

Malaya is much better supplied with goods than her neighbours and although the local market has offered good profits there has been much pressure to export to the more lucrative markets of Sumatra and Siam. It has been necessary in the interests of the local consumer to curb this natural commercial instinct to some extent but at the same time care has been taken to allow the export of goods in adequate supply. The situation is becoming progressively easier but the fluctuating forward supply position militates against a rapid discarding of control.

The effect of controls upon the producer has been more marked. Rubber and tapioca products have been on a free market for some time, but copra, coconut oil and palm oil have been subject to destination and price control. In the case of palm oil the producers have entered into a bulk contract with the Ministry of Food at a price which appears to be satisfactory to them and there has been no difficulty. Copra and coconut oil, however, have been subject to a price ceiling which has by no means satisfied the producer and the result has been a comparatively small export to the Ministry of Food. Certain concessions which are mentioned in the paragraph relating to the export of copra and coconut oil were granted towards the end of the year and they have alleviated the position to some extent.

Every effort has been made to achieve a co-ordinated policy between the Malayan Union and Singapore.

On the whole it can fairly be said that in the operation of both import and export control every effort has been made to assist the trader and the producer within the limits of authority while bearing in mind the interests of the population.

The aggregate value of the external trade of the Malayan Union for the year 1947 was \$1,459,263,580 made up as follows :

Merchandise Imports	.. .. .	\$621,095,545
Merchandise Exports and Re-exports	.. .. .	834,369,308
Parcel Post Imports and Exports	.. .. .	3,798,164
Bullion and Specie Imports, Exports and Re-exports	.. .. .	563
		<hr/>
		\$1,459,263,580
		<hr/>

Imports.

The declared value of Imports amounted to \$624,513,284.

Class I. Foodstuffs, etc.	.. .. .	\$286,567,572
II. Raw materials and manufactured goods	.. .. .	51,750,732
III. Articles wholly or mainly manufactured	.. .. .	282,777,241
IV. Parcel Post	.. .. .	3,417,176
V. Bullion and Specie	.. .. .	563
		<hr/>
		\$624,513,284
		<hr/>

Exports.

The declared value of exports amounted to \$834,750,296.

Class I. Foodstuffs, etc.	..	..	..	..	..	\$ 46,944,195
II. Raw materials and manufactured goods	..	..	..	..	..	634,634,313
III. Articles wholly or mainly manufactured	..	..	..	..	..	152,790,800
IV. Parcel Post	..	..	..	..	..	380,988
						<hr/>
						\$834,750,296

During the year the value of tin and tin-ore exported was \$113,771,193 and the value of rubber exported was \$586,843,107.

The principal commodities produced or manufactured in and exported from the Malayan Union during the year were :

Tapioca flour	..	..	..	..	..	\$ 1,658,908
to Singapore	..	..	..	..	..	\$ 1,044,967
India	..	..	..	..	..	332,658
Tapioca pearl	..	..	..	..	..	\$ 3,592,562
to Australia	..	..	..	..	..	\$ 1,433,434
India	..	..	..	..	..	1,262,479
Swine	..	..	..	..	..	\$ 4,739,548
to Singapore	..	..	..	..	..	\$ 4,739,548
Pineapple (canned)	..	..	..	..	..	\$ 1,099,187
to Singapore	..	..	..	..	..	\$ 1,096,112
Arecanuts	..	..	..	..	..	\$ 12,085,341
to India	..	..	..	..	..	\$ 9,038,483
Singapore	..	..	..	..	..	2,004,861
Burma	..	..	..	..	..	1,009,554
Vegetables (fresh)	..	..	..	..	..	\$ 1,970,022
to Singapore	..	..	..	..	..	\$ 1,951,993
Coconut Oil	..	..	..	..	..	\$ 13,596,470
to United Kingdom	..	..	..	..	..	\$ 6,543,452
Burma	..	..	..	..	..	3,307,901
Singapore	..	..	..	..	..	2,865,506
Palm Oil	..	..	..	..	..	\$ 19,215,300
to Singapore	..	..	..	..	..	\$ 11,809,452
United Kingdom	..	..	..	..	..	7,405,848
Rubber	..	..	..	..	..	\$ 586,843,107
to Singapore	..	..	..	..	..	\$ 204,036,800
U.S.A.	..	..	..	..	..	171,918,973
U.K.	..	..	..	..	..	72,524,875
Argentina	..	..	..	..	..	17,933,127
Canada	..	..	..	..	..	17,462,321
Tin	..	..	..	..	..	\$ 113,771,193
to Singapore	..	..	..	..	..	\$ 50,833,040
U.S.A.	..	..	..	..	..	40,119,537

During the year the total value of imports into the Malayan Union was \$624,513,284 made up as follows :

Singapore	..	..	..	\$ 303,050,979
United Kingdom	..	..	..	96,865,780
British possessions	..	..	..	72,005,621
Foreign countries	..	..	..	152,590,904
				<hr/>
				\$ 624,513,284

The total value of export and re-exports during the year was \$834,750,296 made up as follows :

Singapore	\$ 353,383,928
United Kingdom	91,698,217
British possessions	55,053,560
Foreign countries	334,614,591
	<hr/>
	\$ 834,750,296
	<hr/>

Foreign Trade.

The value of direct foreign imports, including transhipments on through bill of lading was \$321,462,305 or nearly 51.7 per cent. of the import trade.

The value of direct foreign exports and re-exports was \$481,366,368 or nearly 57.67 per cent. of the total exports and re-exports. The declared value of exports and re-exports to the United Kingdom and U.S.A. were \$91,698,217 and \$217,641,951, respectively.

Revenue.

The revenue collected by the Customs Department in 1947 from all sources amounted to \$137,540,542.48.

Import Duties.

New duties were imposed during 1947 on air conditioning plant, cameras, photographic accessories, binoculars, pianos and mechanical lighters at 20 per cent. *ad valorem* and on electrical household articles, cutlery, mirrors, clocks, watches at 15 per cent. *ad valorem* and on medicinal preparations at 25 per cent. *ad valorem* and the duties on cartridges, musical instruments, intoxicating liquor, tobacco, petrol, cosmetics and perfumery and playing cards were increased.

Parcel Post.

The postal system was extensively used for the importation of dutiable goods during the year and \$1,649,705.46 was collected on such imports.

Export Duties.

New duties were imposed on Beche-de-mer 10 per cent. *ad valorem*, arecanut 5 per cent. *ad valorem*, durian 50 cents per 100, copra and coconut oil 5 per cent. *ad valorem* and the duty on palm oil was altered from \$20 a ton to 5 per cent. *ad valorem* and on rubber from 2 3/4 cents a pound to 5 per cent. *ad valorem* plus 1/4 cent per pound.

Export duties collected during the year amounted to \$47,761,066.29.

Rubber.

The amount of duty collected on rubber amounted to \$32,010,318.38.

Tin.

The amount of export duty collected on tin amounted to \$13,434,523.19 and the amount of cess amounted to \$23,180.87.

Palm Oil, Copra and Coconut Oil.

The duty collected on these items amounted to \$1,906,548.22.

Penang.

By the Customs Duties (Penang Island) Order, 1946, of 31st May, 1946, all import duties, with the exception of those on intoxicating liquors, tobacco and petroleum, and all export duties were cancelled in so far as Penang Island was concerned. Since then, whenever an export duty on rubber, palm oil, copra or coconut oil has been imposed on the mainland, a corresponding Excise duty has been imposed in Penang, payable on Island produce and on produce from the mainland on which the export duty has not already been paid. The revenue derived from Penang Excise Duties has therefore been included in the export duties under the respective Items of Revenue.

Malayan Union Collections in the Colony.

The office of the Supervisor of Export Duties, Malayan Union, which is situated at the railway goodsheds in Singapore, collected a total revenue of \$20,109,312.70. This represents approximately ten times the highest pre-war figure.

Excise.

The total revenue for 1947 from Excise duties and licence fees was \$4,069,939.45.

Toddy Shops.

The number of Government toddy shops operated in the Malayan Union was 86.

As a result of the recommendations of the Toddy Shop Commission which sat towards the end of 1946, the Advisory Council on 9th June, 1947, adopted the following resolution :

“ This Council, being agreed that the policy of Government should be to discourage the use of alcohol by Indian Labourers, accordingly resolves that toddy shops on estates should not be reopened, and that existing Government toddy shops elsewhere than on estates should only be allowed to continue subject to strict regulation of opening hours and of consumption of toddy and to an annual review of the number and condition of such shops.”

The nett revenue derived from Government toddy shops during the year was \$1,418,043.06.

Licensed Liquor Shops.

The number of licences for the sale of liquor which were in force on 31st December, 1947, were :

Wholesale	..	..	..	..	410
Retail	..	..	..	..	1,035
Public House	..	..	..	..	448

Distilleries.

Seventeen distilleries were in operation throughout the year and the Excise duty from this source amounted to \$3,540,563.65.

Match Factories.

The total amount of Excise duty on matches collected during the year was \$93,256.80.

Opium and Chandu.

Under the provisions of the Opium and Chandu Proclamation, 1946, the use of this drug is prohibited. This however has not reduced the craving of those who are addicted and who in former days could obtain their supplies legitimately from the Government chandu shops. There has thus grown up a considerable illegal traffic in the drug which commands a high price, as much as \$1,200 per lb. in some areas.

Preventive action was taken against those found to be concerned in this traffic and during the year resulted in the seizure of 121½ lbs. of chandu, 325½ lbs. of opium and 1,035 chandu pipes and in the conviction of 1,340 persons for offences against the Proclamation.

Legislation.

During the year some 41 *Gazette* Notifications amending the laws relating to Customs, Excise and Chandu were issued.

Rationed Commodities

were rice, flour and sugar. Supplies of flour and sugar were adequate to meet the ration. The supply of rice, the staple diet, fluctuated considerably and for most of the year Malaya was living on a ship-to-mouth basis. The rice ration remained exceedingly low to the disappointment of the population and the benefit of the black market.

1947 scales of personal ration issue in ounces per day were as follows :

Rice—1st January-2nd February	..	4.6
3rd February-18th May	.. ..	6.0
19th May-31st December	.. ..	4.6
Flour—1st January-2nd February	..	2.3
3rd February-18th May	.. ..	.8
19th May-31st December	.. ..	2.3
Sugar—1st January-19th October	..	.9
20th October-31st December	..	1.1

An issue of flour for baking and processing equivalent to a personal ration was made as follows :

1st January-2nd February	..	2.3	ozs.	per day
3rd February-31st December	..	1.5	„	„

In addition special issues of flour are made to heavy labour, essential services, canteens and hospitals.

Padi Purchase Scheme.

The padi purchase scheme was operated by the Food Control and Supplies Department. A minimum price of \$20 per picul at mill door and \$19.20 per picul in field was guaranteed by Government. Padi buyers and mills could only operate under Government licence. The rice obtained from the scheme was issued on general ration. During the year 1,469,099 piculs equal to 87,450 tons of padi were bought, from which was obtained 53,102 tons of rice.

Price Control.

During the year the price trend in the Union remained steady with a very small downward tendency. The average of a wide range of items being four times the 1941 average as against $4 \frac{1}{5}$ in 1946.

The increasing supply of certain commodities tended to prevent any increase in the price trend and during the year the only additional item brought under price control was Tinned Butter.

The improved supply position of cigarettes and tobacco enabled consideration to be given to the removal of price control on these items. The control was removed on 1st January, 1948.

Registration of Companies.

The Companies Ordinance, No. 49 of 1940, of the Straits Settlements was applied to the Malayan Union by the Companies Ordinance, No. 13 of 1946, which came into force on the 4th day of July, 1946. The latter Ordinance was slightly amended by the Companies (Amendment) Ordinance, No. 25 of 1946.

The Companies Ordinance, No. 49 of 1940, is based on the English Act, 1929, which has since been amended by the Companies Act, 1947, resulting from certain recommendations made in the Cohen Report. Revision of the local Companies Ordinance, to bring it into line with the amendments contained in the Companies Act, 1947, is now under consideration.

One hundred and fifty-three new local companies, that is companies incorporated in the Malayan Union, were registered during 1947 and 65 new Foreign Companies, that is companies incorporated in Singapore or other territory outside the Union, were registered.

Nine hundred and eighty-seven Local Companies and 939 Foreign Companies were on the Register of Businesses at the end of the year. Of these, 205 Local Companies and 299 Foreign Companies are still under investigation pending re-registration.

Registration of Businesses.

The Registration of Businesses Ordinance, 1947, came into effect on 1st April, 1947, the schedule of businesses requiring registration being confined to five types :

- (i) Money-lending businesses.
- (ii) Mining businesses employing more than twenty persons.
- (iii) Rubber estates exceeding fifty acres in extent.
- (iv) Pawn shops.
- (v) Goldsmiths and jewellers.

On 30th June, 1947, the following types of businesses were added to those in the schedule :

- (vi) Sundry goods and provisions businesses.
- (vii) Importers and Exporters, Commission Agents.
- (viii) Saw-mills, Timber and Firewood Merchants.

During the first few months 90 per cent. of the applications had to be returned owing to the forms being filled in incorrectly. This percentage dropped during the latter months of the year to some 30 per cent.

A total of 13,313 new applications for registration were received by the Registrar of Businesses during 1947, of which 7,279 were registered by the end of the year. More than one-third of the applications were concerned with businesses dealing in sundry goods and provisions.

CHAPTER VI.

PRODUCTION.

(i) AGRICULTURE.

In March, 1946, a Short Term Food Production Organisation was set up to carry out direct production of foodstuffs. The crops grown were to be those other than wet padi, which remained the responsibility of the Department of Agriculture, and the general policy was to open up Government Farms on suitable areas felled by the Japanese and on State land which could be made available. Clearing was done by mechanical equipment and with Japanese Surrendered Personnel, supervised by 17 Food Production Officers on short-term contract. It was obvious, however, from the beginning that the task would be a difficult one owing to world-wide shortage of supplies and equipment. In spite of this, some progress was made and at the end of February, 1947, there were 5,777 acres of cleared land on such Farms. It was then felt that the time was opportune for achieving food production on a wider scale than that previously possible and that the agricultural population itself was the best source of such increased production. To this end Government allocated responsibility for all food production to the Director of Agriculture from 1st March, 1947. The Short Term Food Production Organisation was taken over and became the Food Production Branch of the Department of Agriculture. The functions of this Branch fell into three divisions :

- (i) Increasing the area under wet padi.
- (ii) Growing of crops on Government Farms.
- (iii) Carrying out investigations into the possibilities of mechanised production of foodcrops, especially of wet padi.

Padi.

The main objectives of the Food Production Branch were to increase the acreage under wet padi for the 1947-48 season and by various methods to improve the yield on already existing areas. Loans had been secured for the purpose of providing manures (Kedah \$500,000, Province Wellesley \$80,000, Malacca \$70,000 and Kelantan \$20,000) and buffaloes (Pahang, Johore and Kelantan \$100,000). Subsidies at the rate of \$100 for three acres of new land opened were approved for 6,200 acres of scattered padi fields in Pahang, Johore, Malacca and Kelantan, in addition to those already approved for colonisation areas in Sungei Manik and Changkat Jong in Perak and Tanjong Karang in Selangor. Money was made available for improving water conditions in many of the padi areas which had in most cases been neglected during the Japanese

occupation ; this was done in co-operation with the Drainage and Irrigation Department and the Administration. Food Production Officers were seconded to assist in all these activities.

The following table gives comparative figures for acreages under wet and dry padi together with yields of rice in tons since 1937. The table includes the final figures for the 1946-47 season and estimated figures for the 1947-48 season. It will be seen that the present season's figures show a very substantial increase over pre-war acreages and the estimated crop is higher than the 1940-41 season.

Season.	WET PADI.		DRY PADI.		TOTAL.	
	Acreage.	Yield (Gantangs.)	Acreage.	Yield (Gantangs.)	Acreage.	Rice Production in tons
1936-37 ..	693,550	206,256,000	46,490	6,354,000	740,040	319,234
1937-38 ..	682,120	193,240,000	44,550	6,020,000	726,670	299,190
1938-39 ..	704,390	218,604,000	48,850	8,805,000	753,240	341,455
1939-40 ..	727,550	212,037,000	65,790	11,165,000	793,340	335,138
1940-41 ..	742,600	204,473,000	77,880	11,451,000	820,480	324,210
1945-46 ..	684,005	143,303,000	105,635	6,577,000	789,640	225,044
1946-47 ..	732,614	171,271,000	80,924	8,896,000	813,538	257,164
1947-48 ..	822,045	201,668,000	81,095	8,920,000	903,140	331,635

Approximately half of the increased area is accounted for by new land, the other half being reclaimed padi land. Improved irrigation and drainage and the supply of seeds and manures are expected to lead to increased crops from approximately 150,000 acres.

Two major colonisation schemes made rapid strides during the year. At Tanjong Karang in Selangor over 4,000 lots of three acres each were alienated, and colonisation outstripped drainage and irrigation facilities. Although the full area of 12,000 acres will not be planted, 4,000 acres of high jungle were felled and a somewhat larger area of high grass and bush was cleared. In the Sungei Manik Scheme in Lower Perak 1,000 acres of jungle were felled at Changkat Jong, and 2,300 acres of bush were cleared at Labu Kubong. In addition 709 families were settled on 2,141 acres in various schemes in Johore.

During the year a padi purchase scheme was introduced and operated by the Supplies Department under this scheme a price of \$20 a picul at mill door or \$19.20 in the field was guaranteed. All privately owned mills which were considered suitable were given a licence to operate on behalf of Government, and had to sell as rice 60 per cent. of the padi milled to the Controller of Supplies, together with the offals. Growers were allowed to sell only to licensed mills or to buyers licensed in their names. Other mills were not permitted to operate.

Government Farms.

As a preliminary to making decisions on the future policy with regard to Government Farms a technical committee of Senior Officers of the Department of Agriculture inspected all the Farms during March. In general, their recommendations were as follows :

- (a) That where the topography and soil of the Farm were unsuitable for cereal crop production, work should cease forthwith and funds and labour thus released should be used on the production of wet padi.



The Malay Co-operative Store,
Ulu Langat.

Two Malay padi farmers
prepare the ground by
changkoling.



- (b) That marginal areas, that is to say, those areas which were unlikely to give any worthwhile crop, except under an intensive system of individual cultivation, should be given out, as far as possible, to settlers.
- (c) That on good land every effort be made to produce crops of groundnuts in the off-season and dry padi during the 1947-48 season.

Mechanised Cultivation.

Considerable exploratory investigations were carried out during the year into the use of mechanical equipment in connection with the cultivation of wet padi. Exploratory work was also carried out on the mechanical cultivation of dry padi and of groundnuts.

Oil Palm.

The total area under oil palms is 78,405 acres, almost entirely on large estates. Many of these instituted new planting programmes during the year, and one or two made a start with replanting their old stands.

With the very remunerative prices which ruled throughout the year, rehabilitation was completed on most of the western estates. On some of the best Johore estates two tons of oil per acre per annum are being obtained, but in parts of Selangor and Perak yields are lower than before the war and in some cases do not exceed half a ton.

At the end of the year 33 estates, with a planted area of 70,828 acres were in production out of a total of 46 estates. From the table given below, it will be seen that production during 1947 showed a substantial improvement over 1946 but has not yet reached pre-war levels.

Year.				Palm Oil (Tons)				Palm kernel (Tons)
1939	..	..	..	57,373	..	..	..	10,172
1940	..	..	..	57,972	..	..	..	9,611
1946	..	..	..	11,756	..	..	..	932
1947	..	..	..	39,115	..	..	..	5,737

Coconuts.

The area under coconuts at the end of 1947 was estimated to be approximately 512,000 acres which is considerably lower than the 1940 estimate of 600,000 acres. In the intervening years large areas have been felled or lost through neglect.

The table below gives net exports of copra and coconut oil since 1935. It will be seen that the changeover from a net export of copra to a net import, which commenced in 1940, has continued and that there was a very considerable increase in exports of coconut oil as compared with 1946. Production of coconut oil by local mills in the Malayan Union totalled 51,186 tons. Production of coconut cake was 40,760 tons.

Year.	COPRA.				COCONUT OIL.			
	Tons.		Value. \$		Tons.		Value. \$	
1935	..	111,753	..	9,519,726	..	35,910	..	4,844,671
1936	..	76,680	..	8,235,070	..	46,504	..	7,643,849
1937	..	75,592	..	9,207,112	..	39,762	..	7,630,993

Year.	COPRA.				COCONUT OIL.			
	Tons.		Value.		Tons.		Value.	
			\$				\$	
1938 ..	68,754	..	5,668,619	..	49,140	..	5,594,800	
1939 ..	34,420	..	3,321,422	..	61,360	..	7,133,925	
1940 ..	† 9,905	..	‡990,568	..	69,446	..	8,291,617	
1941* ..	†32,682	..	†813,965	..	64,945	..	6,668,318	
1946 ..	†34,213	..	†7,731,995	..	8,008	..	4,683,425	
1947 ..	†45,439	..	†14,734,312	..	41,112	..	24,668,790	

Pineapples.

During the year His Excellency the Governor appointed a committee, with the State Agricultural Officer Johore as Chairman, to make recommendations for the resuscitation of the pineapple canning industry: two interim reports and proposals for draft legislation were submitted.

Owing to serious soil erosion and the rapid falling off in yields which occur when pineapples are planted on upland soils, the crop is now being confined to the peat lands of Johore and Selangor. By the end of the year there were some 6,000 acres under the crop in Johore and 2,000 acres in Selangor. No canneries operated in Selangor though two were almost renovated; the crop was therefore sent by lorry to Johore and Singapore.

The following table shows exports of canned pineapple prior to the war together with figures for 1946 and 1947:

Year.	Cases.				Value.			
							\$	
1937	2,595,734	..	..	..	8,825,551			
1938	2,351,006	..	..	..	7,262,851			
1939	2,725,279	..	..	..	9,928,416			
1940	1,543,492	..	..	..	8,435,768			
1946	872	..	..	..	11,568			
1947	86,516	..	..	..	2,430,951			

Tea.

Provisional statistics for the tea industry show that at the end of 1947 the total planted area was 9,015 acres of which 5,405 acres were in the Cameron Highlands and 3,610 acres in the lowlands. The following table shows production figures since 1937 from which it will be seen that 1947 production exceeded that for 1938. Of the 1947 production approximately 931,000 lbs. represented highland tea. Exports of locally made tea during the year totalled approximately 108,000 lbs.

Year.	Production.					
						lbs.
1937	1,001,071
1938	1,217,306
1939	1,313,094
1940	1,573,854
1946	420,532
1947	1,244,074

* January to October, 1941. † Net Imports. ‡ Net Export Value. (The figures in this table are Pan-Malayan and include Singapore exports and imports).

Lack of labour and the high cost of that available caused most estates to concentrate on their producing areas and to give second place to the cleaning up of the remainder. The average wholesale price was \$1.20 to \$1.50 per lb., but the flooding of the country with cheap supplies of imported tea later in the year caused a decline to \$1, at which figure it is not generally considered economic for the local industry to operate. The industry is now faced with the anomaly that dust is fetching a higher price than B.O.P., chiefly owing to coffee shop and restaurant demand, and one estate is now marketing its produce as dust in 6 lb. tins at \$1.75 per lb.

Other Foodcrops.

The following table gives a comparative statement of acreages under other foodcrops as at the end of 1940, 1946 and 1947 :

Crop.	December, 1940. Acres.	December, 1946. Acres.	December, 1947. Acres.
Tapioca	46,292	58,711	41,807
Sweet Potato	12,366	22,483	20,363
Sago	6,976	6,385	6,556
Sugar Cane	3,251	9,261	4,541
Groundnuts	2,054	1,951	2,300
Maize	8,369	2,059	1,107
Yams	1,895	1,066	870
Colocasia	2,938	4,342	3,627
Ragi	181	1,389	451
Soya Beans	188	238	145
Pulses	—	599	487
Market Gardens	25,406	17,346	15,019
Pineapples	60,157	13,813	11,920
Bananas.. .. .	45,728	67,995	64,075
Total ..	215,765	207,638	173,268

The acreage under rice substitute crops, particularly tapioca, again declined steadily throughout most of the year, but there was a slight increase towards the end probably, due to the higher prices being charged for concentrate pig foods. The decline may be attributed to several causes: (a) an abundance of wheat flour; bread being the most acceptable substitute for rice, (b) the Malayan climate and soils which are not suited to dry land farming, (c) the abandonment of areas by temporary growers who found other more profitable employment on estates and mines, and in the towns, (d) re-afforestation of reserves and attempts to reduce soil erosion, and (e) damage by wild pig.

In Cameron Highlands there was an estimated production of 7,800 tons of vegetables from about 900 acres; the gross value of the crop was approximately 2½ million dollars, of which one million was spent on fertilisers made up of 5,000 tons of prawn dust and 200 tons of artificial fertilisers.

In April, in an attempt to encourage production, Government guaranteed prices of \$15, \$15 and \$20 per picul for maize, ragi and groundnuts respectively, but very little use was made of this

guarantee. In the case of groundnuts the local price was frequently three times that guaranteed and this, coupled with the Departmental seed distribution, led to the extensive planting of small patches in many States to give a total area of 2,300 acres.

Forestry.

Examination of areas under treatment was completed and more detailed figures are now available of the areas damaged or destroyed during the Japanese occupation. The position is even worse than that recorded in the 1946 Annual Report. The area under regeneration fellings that was destroyed increased from 16,979 acres to 31,289 acres. Despite an addition of 11,116 acres under treatment, the total at the end of the year was 117,845 acres compared with 130,536 acres at the end of 1940. In the areas of completed regeneration operations a similar position was found. The total of forest destroyed was increased by 4,912 acres. This means that out of the total of 28,614 acres recorded in the 1940 Annual Report as being fully regenerated, no less than 12,526 acres have been destroyed. A further 4,658 acres of regenerated forest were added during the year under review, bringing the total up to 29,899 acres.

A beginning was made with planting up certain of the devastated areas, a total of 810 acres being dealt with of which 515 acres were in Malacca. In Perak planting was carried out over 1,766 acres in degraded areas and to assist where natural regeneration was deficient. It is probable that the greater part of this area will ultimately be treated as regular plantation.

The Timber Trade.

There was a brisk demand for timber of all categories for the greater part of the year and there was an all-round increase in output as sawmill production improved. Production for the year reached 16,620,315 cubic feet of round timber and 3,896,926 cubic feet of sawn timber, equivalent to a total of 24,414,167 (15,566,302) cubic feet measured in the round.

Firewood.

The demand for firewood was very strong in the earlier part of the year when, owing to the shortage of coal supplies, a number of tin dredges and some sections of the Malayan Railway changed over to firewood as fuel. The total output for the year was 16,958,806 (7,588,066) cubic feet (solid). As coal once more became plentiful and cheaper, the demand for firewood fell substantially. The departmentally supervised firewood depots for domestic supplies in Kuala Lumpur, Ipoh and Penang functioned throughout the year. They contributed materially towards stabilising the market prices in these towns.

Sawmills and Wood-using Industries.

The most marked development was in the use of single saw-bench units, 72 (33) being in operation by the end of the year. This development was largely the result of the very high wages still demanded by timber contractors' employees, the single bench outfit, operating in the forest, proving more economical than hand

sawyers. Larger mills numbered 117 (77) and the total output from all mills was estimated at 12,078,550 cubic feet sawn measure. Very few mills were in full production and with high wages obtaining sawmill labourers averaged only seventeen working days a month. Strikes were of frequent occurrence.

Minor Forest Produce.

The output of jelutong improved to a moderate extent, the total being 5,250 (3,596) *pikuls*, realizing \$113,874 (\$57,935). During the year, buyers offered a bonus to stimulate production and forward contracts were placed at rates including bonus of up to \$120 a *pikul*. Gutta percha was tapped to a small extent and refined and blocked departmentally; 8.91 *pikuls* were exported to England, receipts being \$3,574. The departmentally operated *damar penak* industry made fair advance during the year and a net profit of \$2,178 was recorded on the year's transactions.

Forest Department Finance.

Revenue for the year totalled \$2,980,099 (\$1,364,715) against expenditure of \$1,673,283 (\$1,112,651), giving a surplus of \$1,306,816 (\$230,064). Expenditure on silvicultural work was low, totalling \$102,321, but difficulty was experienced in many States in recruiting labour at the approved rates of pay; also work on planting was only just getting under way.

A long term research development scheme which covered the removal of the Timber Research Laboratory, damaged during the war, to the new site in the grounds of the Forest Research Institute, Kepong, received the approval of the Secretary of State and a grant of \$51,500 from the Colonial Development and Welfare Fund.

Education in Forestry.

The first post-war full course at the Forest School, Kepong, opened on the 1st April with a class of 25 students drawn from all States in the Union and from North Borneo. The course was concluded on the 20th December, when 23 students were awarded certificates. In addition, a six months course of training was held for three probationary Sub-Assistant Conservators of Forests, and during the year six Timber Inspectors were given a six weeks course in tree and timber identification.

GAME DEPARTMENT.

The Game Department Report for 1947 states that one Big Game Licence, 44 Deer and Game Bird Licences, 248 Deer Licences and 479 Game Bird Licences were issued. Licensing was adversely affected by the scarcity of sporting arms and ammunition.

In addition to the work of conservation the Department undertakes the control of animals dangerous to human life or stock and destructive to cultivation. One thousand, six hundred and three calls for assistance were answered, animals were driven away from cultivation in numerous instances and the following killed:

25 Elephants, 16 Tigers, 3 Panthers, 12 Deer, 1,009 Wild Pigs.

All Game Reserves and Sanctuaries existing in 1941 have been rehabilitated so far as staff and funds will permit, boundaries reopened and temporary quarters erected for staff.

Animal Husbandry.

The extensive market that exists in Malaya for meat and other classes of livestock products, the maintenance of soil fertility, the raising of the nutritional standards of the indigenous population, and the expanding agricultural programmes for increased rice production, all demand that attention be directed towards the conservation and multiplication of domestic livestock in order that these requirements may be met to the maximum extent from local resources.

On the re-occupation of Malaya it was soon apparent that a general, and in some cases a considerable, reduction of livestock had taken place during the Japanese regime. Importations of slaughter animals from abroad had virtually ceased and all local demands for meat had had to be met almost entirely from the country's own resources.

The following table gives the census figures, to the nearest hundred head, of the different classes of livestock for the years 1946 and 1947 and, for comparison with a reasonably typical pre-war year, those for 1939 :

		1947.		1946.		1939.
Buffaloes	..	189,000	..	170,600	..	217,000
Oxen	.. ..	236,100	..	242,300	..	287,700
Goats	.. ..	152,600	..	129,100	..	300,000
Sheep	.. ..	21,800	..	23,200	..	31,500
Swine	.. ..	299,600	..	252,500	..	599,400
Equines	..	1,200	..	700	..	600

Value of Livestock.

It is not possible to give an exact valuation but a reasonable indication of the total value of stock in the country at present is as follows :

Adult Malayan swamp buffaloes at \$250 per head	\$28,150,000
Young Malayan swamp buffaloes at \$100 per head	7,320,000
Adult Indian Murrah buffaloes at \$370 per head..	703,000
Young Indian Murrah buffaloes at \$200 per head	294,000
Adult Agricultural and draught oxen at \$180 per head	21,420,000
Young Agricultural and draught oxen at \$75 per head	5,835,000
Adult Milking cattle at \$250 per head	5,225,000
Young Milking cattle at \$100 per head	1,840,000
Goats at \$20 per head	3,052,000
Sheep at \$15	327,000
Swine at \$70	21,000,000
	<hr/>
	\$95,166,000

The poultry population is not known but it is probably at least three or four million birds. The total value of the domestic livestock in the Malayan Union may be conservatively reckoned at not less than \$100,000,000.

The almost unique position that the Malayan Union enjoys in its freedom from epizootics of the usual cattle scourges of the tropics was maintained throughout the year. Rinderpest continued to be absent and no case of anthrax, blackquarter, foot-and-mouth disease, tuberculosis or contagious abortion was detected. Rabies continued to cause concern.

A notable advance was made during the year in the control of the major poultry disease that prevails in Malaya by the prophylactic use of Ranikhet disease vaccine obtained from India.

Under the circumstances prevailing during the year and in view of the marked scarcity of most animal foodstuffs, the general position regarding animal husbandry was reasonably satisfactory. The emphasis laid on increased rice production in the country made the rearing of buffaloes of paramount importance and all efforts were directed towards the conservation and increase of these animals. With buffaloes being carefully preserved oxen had to bear the main brunt of the demands for local beef and the slight decrease in the numbers of these animals need not be viewed too pessimistically.

Pigs

are entirely a Chinese monopoly and the whole industry from breeding the piglings to marketing the meat is a complicated debtor-creditor system. Here again, the general shortage of feeding stuffs was acutely felt, but the indications are that, in spite of this shortage, the industry is making headway.

Work on three Animal Husbandry Stations opened in 1946 and one in 1938 continued throughout 1947, 1,000 head of stock being introduced to the Kluang Station. These stations will serve not only as breeding centres but also as demonstration units for livestock owners.

As a corollary to the development programme, plans are in hand for the establishment of a Veterinary Research Institute where all aspects of animal health and disease can be investigated and the production of sera and vaccines carried out.

Legislation.

To stop the loss by slaughter of potential breeding female buffaloes, oxen, sheep and goats, and to limit the slaughter within and to prohibit the export from certain States of cattle used for agricultural purposes, several States took advantage of the Essential (Control of Movement and Slaughter) Regulations, whereby slaughter and movement was only permitted if a veterinary licence had been obtained. Similar orders were made to prohibit the slaughter of young male buffaloes and oxen. The results of this legislation are reflected to a considerable degree in the livestock census figures for the Peninsula for 1947.

Livestock Shows.

Successful shows were held in several States during the year, the number and quality of the entries being very encouraging. The Department staged an exhibit devoted mainly to animal husbandry at the Malayan Agri-Horticultural Exhibition.

The dependence of the country on indigenous stock for slaughter is illustrated in the following table*:

	Buffaloes.	Oxen.	Goats.	Sheep.	Swine.
Known slaughter	14,206	34,784	28,601	27,960	428,055
Imported into the Malayan Union for slaughter	2,584	3,678	906	25,722†	8,472
Bred in Malaya	11,622	31,106	27,695	2,238	419,583

It will be noted from the above figures that, except in the case of sheep, most of which were imported from Australia, it was necessary for the country to live almost entirely on its own resources.

Fisheries.

Relief supplies for the Malayan Fishing Industry were ordered in 1944. Much of this was cancelled in early 1946 and materials of value to the fishing industry, which were ordered in 1946, began to arrive early in 1947 and were distributed by the Fisheries Department with the assistance of the Administration, Customs and Marine Departments. Consequently by June of 1947 the industry could generally be said to be rehabilitated and catching potential was up to pre-war level.

It was unfortunate that at a time when the catching power of the fishermen was restored there was a marked shortage of fish in the fishing grounds surrounding the country.

As the year progressed, ice manufacturers were able to repair their plant with much needed spares, with the result that the ice-supply position improved considerably. Road transport improved with the delivery of new vehicles and distribution was brought back to a pre-war level. However, the high-purchasing power of the urban centres has undoubtedly resulted in the direction of the greater part of supplies towards these areas.

The salt-fish trade of the East Coast was seriously affected by the political disturbances in Java as the markets were poor. This happened at a time when the fishermen greatly needed assistance.

The weather was normal in the main, except for a heavy storm in mid-September which did a great deal of damage to fishing stakes from Kuala Kedah to Kuala Bernam. Piracy was spasmodic, and the dynamiting of fish by evaders of the law was reported from many districts.

The Fisheries Adviser to the Secretary of State visited the country from March to September and expressed agreement with a policy for the gradual development of the fishing industry designed so that fishermen may catch more fish per man than at present, with protection for their general economic and social welfare.

The Fresh-Water Station at Tapah was rehabilitated and by the end of the year stocks of fry were available for distribution to pond owners. A superficial survey of Chenderoh Dam indicated that between one-half a ton and two tons of fish are now being taken daily from the lake. As the result of experiments, carp fry were imported by air from China at an economic level and by December the trade had taken the matter up.

During the year 44,379 licensed fishermen operated 11,880 gears to land 70,240,000 katties of fish.

* Total known slaughter minus total imports.
for non-civilian use.

† Does not include 5,604 sheep imported

(ii) MINING.

Tin Mining.

Numerous difficulties beset the rehabilitation of the tin mining industry, the chief being delays in deliveries of equipment ordered from overseas, the coal shortage early in the year, the rationing of electricity in Selangor, unsettled labour conditions and the high cost of labour, materials, power and fuel.

In spite of these difficulties progress has been very satisfactory. This, as will be seen from the table below, was due in large measure to the financial assistance given by Government to the mines and to the Machinery for Mines Schemes through the medium of which Government made available to the industry gravel-pumping equipment ordered through the Ministry of Supply in 1945.

PRODUCTION OF TIN-IN-ORE IN LONG TONS. JANUARY-DECEMBER, 1947.

	Govt. aided mines.	% of total produc- tion.	Unaided mines.	% of total produc- tion.	Totals.	%
European ..	14,013..	51.8 ..	2,154 ..	8.0 ..	16,167..	59.8
Chinese ..	4,404..	16.3 ..	4,687 ..	17.3 ..	9,091..	33.6
Other Sources	— ..	— ..	— ..	— ..	1,768..	6.6
Totals ..	18,417..	68.1	6,841 ..	25.3	27,026..	100.0

CATEGORIES OF OPERATING TIN MINES.

At end of	Dredges.	Gravel pump mines.	Hydraulic mines.	Other mines.
1939 ..	96 ..	538 ..	33 ..	250
1940 ..	104 ..	733 ..	34 ..	182
1941 (Sept.)	103 ..	668 ..	31 ..	160
1945 ..	Nil ..	* ..	* ..	*
1946 ..	18 ..	102 ..	23 ..	73
1947 ..	56 ..	323 ..	24 ..	85

PRODUCTION OF TIN-IN-ORE IN LONG TONS.

1939 Jan.-Dec. ..	44,627	(Influenced by Tin Restriction)
1940 Jan.-Dec. ..	80,651	
1941 Jan.-Sept. ..	60,292	
1942 Jan.-Dec. ..	15,748	Japanese Occupation.
1943 Jan.-Dec. ..	26,000	
1944 Jan.-Dec. ..	9,309	
1945 Jan.-Dec. ..	3,152	
1946 Jan.-Dec. ..	8,432	
1947 Jan.-Dec. ..	27,026	

Coal.

The only coal deposit now mined in Malaya is situated at Batu Arang, Selangor, and exploited commercially.

A total of approximately 11,250,000 tons of coal had been mined from this field up to the end of 1947.

A typical analysis of the coal mined is given below :

	Per cent.		
Moisture ..	21	As received ..	9,000 B.T.U.
Volatile Matter	35	On dry basis ..	11,390 B.T.U.
Fixed Carbon ..	35	Dry-free ash basis	12,850 B.T.U.
Ash ..	9		
	100		

* Not available.

Owing to labour unrest and delays in delivery of equipment required to replace machinery lost, damaged or worn-out as a result of the occupation and to mechanize further the underground workings, the management has been faced with a difficult problem. A severe check to the progress of rehabilitation at the Collieries was the eight weeks' strike which began in January.

Nevertheless, rehabilitation of the mines has progressed—particularly underground, and by the end of June, 1947, production was able to satisfy demand.

The coal is non-coking and has a high moisture content. It is used by the railways, power stations, mines and for various industrial purposes and there is a possibility that it may be used successfully by coastal shipping.

COAL OUTPUT FROM BATU ARANG.

Year.	Tons.			Value.	
				\$	
1939	441,025	..	2,431,073		
1940	781,509	..	5,841,778		
1941	687,000	..	5,527,000		
1942	244,590	..	Not known		
1943	489,442	..			
1944	409,100	..			
1945	226,702	..			
1946	224,674	..	3,707,121		
1947	226,301	..	4,176,368		

The present productive capacity is about 30,000 tons a month equivalent to an annual rate of 360,000 tons but as new equipment arrives the potential production will increase.

Gold.

Before the occupation the production of this metal showed on the whole a steady annual increase, the principal producer being the lode mine of Raub Australian Gold Mines Ltd., in Pahang. This mine suffered severe damage as a result of the war and occupation.

There are also a number of small gold mines in Pahang and a certain amount of the metal is recovered by tin dredges in Selangor and gravel pump mines in the Bidor area of Perak.

PRODUCTION OF RAW GOLD.

	Troy Ozs.			Value.	
				\$	
1939 Jan.-Dec. ..	40,238	..	2,457,045		
1940 Jan.-Dec. ..	35,689	..	2,191,805		
1941 Jan.-Sept. ..	24,804	..	1,494,230		
1942	1,024	..	Not known		
1943	2,213	..			
1944	1,212	..			
1945	287	..			
1946	445	..	350,583		
1947	5,312	..			

Bauxite.

Before the war several deposits of this mineral were mined by the Japanese, all the ore being shipped to Japan. Since the

liberation there has been no production but certain companies are showing a keen interest and prospecting is being carried out over large areas.

Iron Ores.

The principal deposits of iron ore so far exploited in Malaya occur in the States of Kelantan, Trengganu, Johore and Perak. Those in Kelantan, Trengganu and Johore were mined on a large scale by the Japanese prior to the war, all ore being shipped to Japan. A deposit in Pahang was proved just prior to the outbreak of hostilities.

The whole of the 1947 production was used as jig ragging on dredges.

PRODUCTION OF IRON ORE IN MALAYA.

TONS.									
Year.	Perak.		Johore.		Kelantan.		Trengganu.		Total Malaya.
1937 ..	1,147	..	519,339	..	49,223	..	991,119	..	1,560,828
1938 ..	923	..	549,960	..	159,900	..	905,316	..	1,616,099
1939 ..	768	..	681,886	..	210,930	..	1,048,937	..	1,942,521
1940 ..	957	..	—	..	—	..	—	..	—
1941 ..	715	..	—	..	—	..	—	..	—
1942 ..	116	..	—	..	—	..	90,660	..	90,776
1943 ..	17,643	..	—	..	—	..	30,718	..	48,361
1944 ..	10,441	..	—	..	11	..	1	..	10,453
1945 ..	13,375	..	—	..	—	..	—	..	13,375
1946 ..	—	..	—	..	—	..	—	..	—
1947 ..	888	..	—	..	—	..	—	..	888

Manganese Ores.

Known economic deposits in Malaya prior to the war were confined to the States of Kelantan and Trengganu and were mined by Japanese companies which exported the ore to Japan.

The deposit at Kemaman, Trengganu, is now practically worked out. There has been no production since the liberation.

Tungsten Ores.

Scheelite—The only large deposit known occurred at Kramat Pulai, Kinta District, Perak. This was worked out by 1939. Small deposits occur elsewhere but the output is negligible. The production for the period Jan.-Dec., 1947, was 11 tons.

Wolframite—This mineral occurs in a number of localities. A small quantity was recovered by some tin mines but the main production of 33 tons for 1947 came from the Kemaman District of Trengganu.

Ilmenite.

Ilmenite is the chief constituent of “amang”, a product obtained during the final cleaning of tin-ore concentrates. Large quantities are produced annually but only a portion is exported.

EXPORTS OF ILMENITE (TONS).

1939 ..	..	..	..	..	11,098
1940 ..	..	..	..	..	2,555
1941 Jan.-Sept.	..	..	..	..	44
1942-45	..	..	..	..	Not known
1946 ..	..	..	..	..	Nil
1947 ..	..	..	..	..	13,081

Kaolin (China Clay).

Kaolin occurs in numerous localities throughout Malaya. At present it is mined on a small scale near Tapah, Perak, and near Kuala Lumpur, Selangor. Production is governed by local demand which is limited, but a small quantity is exported. Undoubtedly the potential productive capacity is large.

Kaolin is used locally for pottery making and as a filler in the manufacture of rubber articles.

GEOLOGICAL SURVEY DEPARTMENT.

Detailed geological surveys of areas near Kuala Lipis, Kuantan, Kuala Lumpur and in Ulu Selangor are in progress, field work has been completed in part of the Bentong area, and a geological memoir prepared upon the geology and mineral resources of the Merapoh-Chegar Perah area of north-west Pahang. On completion of each detailed geological survey, a coloured geological map is published by the Geological Survey Department together with a memoir describing the geology of the area and in particular its mineral potentialities.

During the year the twelve-miles-to-an-inch coloured geological map of Malaya was revised with the incorporation of the geological information which had accumulated since the last of the earlier editions was published in 1938. Publication was unfortunately delayed through the late arrival of printing materials, but the map should be ready for sale to the public in the early part of 1948.

SURVEY DEPARTMENT.

Rehabilitation of the Survey Department proceeded steadily during the year and, in addition, considerable progress in current work was achieved although somewhat hindered by late arrival of stores and equipment. Under an agreement with the War Office, surplus Army Map Reproduction equipment and stores were handed over to the Department for use and safe keeping and when this machinery is finally installed in 1948, the Government of the Federation will have at its service one of the finest Map Production plants in the Far East.

Revenue Surveys.

Twenty-two thousand, one hundred and fifty-five lots were surveyed involving 4,295 miles of linear measurement. Comparative figures for April-December, 1946, were 10,494 lots and 2,000 miles and for 1939, 43,518 lots and 8,580 miles.

In addition to pre-war survey arrears, the Japanese occupation added thousands of lots under illegal occupation. Land Offices are making earnest endeavours to record such holdings, a great many of which will require survey for title.

Topographical Branch.

A ten-year programme to complete the one-inch topographical map of Malaya was inaugurated under the Colonial Development and Welfare Scheme with the assistance of the Colonial (Geodetic and Topographical) Survey Directorate. This involves the completion of some 2,000 square miles of new mapping per annum. Survey

will be from air photographs, the ground control being provided by the Topographical Branch. The immediate or Interim Programme includes 6,120 square miles of new mapping and 2,345 square miles of revisionary survey to meet the special needs of certain Departments. Under the most favourable circumstances this Interim Programme will require two years for completion.

Three one-inch sheets (1,000 square miles) were revised and towards the end of the year parties were engaged on the ground control for new aerial survey in S.E. Pahang.

Map Production Branch.

Although hampered by a lack of equipment and essential stores, the 1947 output of maps, charts, posters and work of semi-security nature compared favourably with a normal pre-war year and the value of production, at \$157,125 exceeded that of 1939. The value of maps sold to the public and supplied to other Departments was \$40,385.

Instrument Repairing Branch.

In addition to work for the Survey Department, the Branch overhauled and repaired a variety of instruments for other Departments (Medical, Drainage and Irrigation, Public Works Department, Agriculture, Electrical and Railways) and for the public on payment. The value of this work amounted to \$46,122, or \$14,027 more than in 1939. The Instrument Repairer, who is Custodian of Weights and Measures, verified and certified the State Standards.

Training and Examinations.

One member of the Department was awarded a Colonial Development Scholarship and proceeded to an Australian University to undergo a course of study leading to the B. Surv. degree. Another officer was granted no-pay leave and is now undergoing a similar course financed by the Australian Government.

Of the 346 candidates who presented themselves for the 1947 Departmental Examinations, 207 gained full passes and 70 partial passes.

Difficulty was experienced in securing Apprentices with adequate educational qualifications and the Department is suffering from a serious shortage of senior officers. In spite of strenuous recruiting efforts, the situation was critical at the end of the year and may grow worse. The demand for qualified surveyors in Australia, New Zealand and South Africa at present closes the door on recruitment from those Dominions.

CHAPTER VII.

SOCIAL SERVICES.

(Section 1.)

Education.

That the Local Examinations Syndicate of the University of Cambridge should send a special message of congratulation to the Malayan Union on the fact that the results of the School Certificate

Examination in 1947 were the best ever achieved in this country is no small testimony to the progress that has been made in the rehabilitation of the schools of the Malayan Union.

It is, of course, apparent that the record results obtained were in part due to the fact that the average age of the candidates was from three to five years higher than usual. Against this can be set the loss of almost four years of education as a result of the Japanese occupation, during which period teaching in English or of the English language was rigorously suppressed. Considerable credit is due both to pupils and teachers for a remarkable achievement despite the not inconsiderable difficulties of the period.

A general survey of Education for the year shows much progress in the rehabilitation of schools and in the provision of school text books for English, Chinese and Tamil schools. Malay schools are still very inadequately supplied with books mainly owing to delays in printing, despite the efforts of the Department of Education, which prepares the material. This is particularly evident in the case of readers for the lower standards.

With the exception of special apparatus required for such subjects as science or geography, considerable progress was made in equipping the schools of the country. This is particularly noticeable in the Tamil schools which, for the first time in the country's history, became on January 1st, 1947, a responsibility of Government as regards the payment of their running expenses and of their teachers' salaries. Despite considerable effort, there still remained a severe shortage of equipment in Malay schools, the re-equipment of which could not be completed in one year for a variety of reasons, the chief being that of finance.

A striking feature during the year has been the increasing demand for education amongst the Malays in particular. The number of Government Malay vernacular schools increased during the year to 1,060, an increase of 46 over the number in 1946, and in some schools their overcrowded state led to the introduction of dual sessions involving the use of the school buildings for the higher standards in the mornings and for the lower standards in the afternoons. The total enrolment in Government Malay vernacular schools in November, 1947, was 149,414, an increase of 24,343 over the 1946 figures.

There was a remarkable increase in the number of Malay private schools opened by villagers, often without consultation with the Department of Education. Whilst in 1940 there were 44 of such schools, the number is estimated to have increased to nearly 200 by the end of 1947.

These village schools are built and maintained at the expense of the local community, who have in some cases given concerts to raise funds. They are commonly known as "sekolah rayaat" or "people's schools" and appear to be an attempt to follow the successful projects of similar types in Sumatra and Java. The standard is naturally not high, but the inauguration of these schools has the support of Malay Associations affiliated to the United Malays National Organization.

The Chinese community continued to display the keen interest in educational progress for which they have long been remarkable.

The enrolment of pupils in Chinese vernacular schools in November, 1947, was 193,340, whilst the number of such schools increased from 978 in 1946 to 1,388, of which number 167 were night schools.

An innovation during the year was the formation of the Malayan Teachers' Union, a Pan-Malayan Union which includes Singapore.

On November 1st, 1947, a Malay Girls College, which was to have been opened in 1942, was opened by Lady Gent at Kuala Lumpur. The College is a residential institution to provide education in English up to the School Certificate for selected Malay girls, at present to the number of 40, and it is hoped that it will eventually encourage and stimulate higher education among Malay girls as effectively as the Malay College at Kuala Kangsar has done for the boys.

There has been a considerable increase in the number of scholarships to the United Kingdom awarded in 1947. In 1941 there were seven such scholarships, in 1946 twelve, and in 1947 the number was increased to forty-one.

A pleasant occasion during the year was that of the presentation of the Watch-bell of H.M.S. "Malaya" to the Victoria Institution, Kuala Lumpur. The ship's bell was given to the school by the Lords Commissioners of the Admiralty and was formally presented on Malayan Victory Day, 12th September, 1947, by the Flag Officer, Malaya Area, Rear-Admiral J. Egerton, C.B. The Governor of the Malayan Union, His Excellency Sir Edward Gent, received the bell on behalf of the people, and the Headmaster, Victoria Institution, on behalf of the school.

Primary Education—Boys.

The only purely primary schools are the vernacular schools. Of these there is a large variety, but the majority are Malay, Chinese or Tamil. There are a few Telegu schools on rubber estates, a few Malayalam schools, a Gurkha school, four Punjabi schools, and one Hindi school. Malay is the vernacular and the lingua franca of the country while Chinese and Tamil are the languages of immigrants, though there are families speaking these tongues that have been settled in Malaya for generations.

The English schools are either purely secondary schools, secondary schools with primary divisions, or primary schools which are preparatory for and feeders of the secondary schools. Primary education in English is given in the first seven classes in these primary divisions of primary schools. English is the medium of instruction throughout.

Malay Vernacular Schools—Boys.

Malay vernacular education, which is free, is normally concerned with an age group of 6+ to 12+ in five and occasionally six standards. The attendance of Malay boys, if they are of a school age and are resident within a reasonable walking distance of a Government Malay school, may be compulsory, but there is little need for compulsion, the problem being rather that of meeting the widespread demand for education.

The majority of the Malay schools are rural schools, the first aim of which is to give a sound primary and practical education to boys

who will remain on the land, or find occupation in work which does not require a knowledge of English.

The second aim of the vernacular schools is to provide a primary education in the vernacular as a foundation for education in English for those boys who pass into the English schools on selection from among their contemporaries in competitive examination. Thus, in general, the course is planned with the object of ensuring a sound primary education together with interest and skill in local agriculture and village industries. So far English has not been taught in the Malay schools, though the post-war policy looks towards its gradual introduction.

The normal length of the school course is five years, but there is a sixth-year course, and it is intended to extend the school accommodation in such a way as to ensure in the future a six-year course for all. At present, only a few can be kept on for a sixth year—exceptionally bright pupils, often intended for the teaching profession. The result of the dislocation of the past few years has been that Standard VI was a rarity, the great majority of the older pupils being of Standard V grade. The total enrolment of Standard VI in 1947 was only 1,474. The need of a sixth standard to help to bridge everywhere the gap between school and employment is evident and urgent, but it will be some time before sufficient accommodation and staff can be provided in every State and Settlement.

Of the 149,414 pupils on the roll in November, 35,480, or almost one-quarter of the enrolment, were girls. Co-education is not the official policy of the Department of Education: nevertheless, if Malay parents so desire, their daughters are accepted in boys' schools up to the age of twelve if there is room for them.

On account of the war years the age group (6+ to 12+) for which the curriculum for Malay schools was designed, was in 1947 generally two years late; and, owing to the overcrowded state of the schools, is likely to remain late for some years. Moreover, essential economy of money, building materials and labour very seriously limited the provision of new schools.

The curriculum in 1946 was very restricted, owing to the even more acute shortage of text-books and the more general lethargy than obtained in 1947. With increased transport facilities available for inspecting officers and with the few newly-arrived text-books, the curriculum was broadened to some extent during the year and an attempt to return to the 1941 curriculum was made. But shortages and overcrowding were responsible for serious delays in the normal speed of advancement of the pupils.

The distribution of free milk on a wider basis than in 1946 continued in 1947 and undoubtedly proved an attraction to children to attend school.

Nine hundred and forty schools had vegetable gardens and gardening where land is available is part of the school curriculum.

School libraries were improved generally during the year, but they are still far behind the 1941 position both in popularity and in numbers of books. The most popular publication available was the daily newspaper printed in Jawi (Malay script).

A bulldozer at work
on an oil palm plan-
tation, Serdang.



East Coast fishermen.



By the end of 1947 almost every Government Malay school had a committee from its village, generally consisting of the pupils' parents, under the chairmanship of the "penghulu" (headman) or "ketua kampong" (village elder). These committees, which were formed to look after pupils' interests, encourages attendance, organised sports days, raised money and obtained transport for school functions and generally formed a useful link between the school and the village.

The increased enrolment necessitated an increase in staff which had inevitably to be met by probationers—boys who have passed Standard V or VI. These probationers, numbering 885, formed 21 per cent. of the total staff. The number of probationers in 1946 was 701, forming 17.5 per cent. of the total number of teachers.

Perhaps the most encouraging feature of Malay school life was the growing interest which parents displayed in the schools, which is a happy augury for the future in view of the anticipated constitutional development of the country.

Malay Vernacular Schools—Girls.

During 1947 large numbers of Malay girls continued to press for admission to schools.

At the end of the year the *number of girls* attending Malay schools was 53,414. Of this number, 35,480 girls were attending boys' schools, although co-education is not the official policy of the Department of Education. The number of girls in boys' schools was 24 per cent. of the total enrolment of those schools; and if there were room for them, there is no doubt that still more girls would attend.

As in the Malay boys' schools, education is free. The school hours and terms are the same and the course normally lasts for five years, though in 1947 an increasing number of schools had a six-year course.

The curriculum was similar to that in the boys' schools, with needlework in place of basketry.

Needlework, craft-work and domestic science naturally played a large part in the work of girls' schools, and of girls in boys' schools.

Cookery and laundry work were taught in most girls' schools and in mixed schools where there was a large enough enrolment in the top standards and a woman teacher.

The Standard V examination was taken by girls in all schools, and 259 passed, a percentage of 68.6. Of the 65 who took the Standard VI examination, 43 passed.

The number of teachers was 804, and of these a few taught in boys' schools. The number of trained teachers was 100, of untrained teachers 435, and of pupil teachers 269.

Chinese Vernacular Schools—Mixed.

Chinese schools exclusively for girls are few in number. There were, in the Malayan Union, 29 girls' schools, but as they nearly all admit boys in the lower standards they are, like most Chinese schools, strictly speaking mixed schools. The few Convent schools are perhaps the only ones which admit no boys. The total number

of girls attending school in 1947 was 54,937 as against 138,403 boys, giving a ratio of one girl to 2.5 boys.

The enrolment of pupils of Chinese schools increased from 172,000 in November, 1946, to a maximum of 201,500 in May, 1947, and thereafter, following the usual end-of-year tendency, dropped to 193,340 in November, 1947, the month during which statistics were collected. The November enrolment represents 10 per cent. of the total Chinese population in the Malayan Union.

Complete census details are not yet available, but it is estimated that 55 per cent. of all Chinese children between the ages of six and twelve attend Chinese vernacular schools. In addition approximately 10 per cent. attend English schools, giving an over-all enrolment of 65 per cent. of the children of this school-going age. The remaining 35 per cent., who do not attend, appear to be mainly girls as in Chinese schools there are 2.5 times as many boys as girls. The number of boys at Chinese vernacular schools is estimated to be approximately 75 per cent. of the total male population between six and twelve.

The grant-in-aid system which was, before the war, restricted to the former Federated Malay States and the Settlements of Penang and Malacca, was extended in 1946 to all States in the country, so that in 1947 the benefits of a Government grant were made available to schools throughout the Federation. The total number of aided schools in 1947 was 20 per cent. more than in 1946 and 77 per cent. of all pupils in Chinese vernacular schools were in aided schools. This extension of the grants was welcomed by the Chinese public, who are always keenly interested in the progress of their schools.

There were determined efforts in all regions to continue the work of rehabilitation started in 1945 after the Liberation, and encouraging progress was made. Government rehabilitation grants amounted to \$500,000 during the year (making a total of \$1,000,000 since the Liberation) and, through the usual generosity of Chinese merchants and other subscribers, many schools built additional classrooms. The number of day schools in 1946 was 906 : in November, 1947, there were 1,224.

There are four main types of schools : Government schools ; those managed by properly constituted committees ; mission schools ; private schools run by teachers for their own profit.

There were at the end of 1947, two Government primary vernacular schools, 1,119 committee controlled (Public) schools with 171,473 pupils, 38 Mission schools with 5,056 pupils, 50 private schools and 15 " old style " schools with enrolments of 4,710 and 746 respectively. In addition there were 167 night schools with 10,821 pupils, giving a grand total of 193,340 pupils of whom 138,403 were boys and 54,937 girls.

Government assistance to Chinese vernacular schools is by a system of grants-in-aid. Grants-in-aid are awarded to schools according to the grade at which they are assessed on inspection. The rates for primary schools are : Grade I, \$10 (£1 3s. 4d.) ; Grade II, \$7 (16s. 4d.) ; Grade III, \$5 (11s. 8d.) per year per head of average attendance. The rates for middle schools are \$18 (£2 2s.) and \$12 (£1 8s.) and for normal schools \$25 (£3). The grants are usually

paid half-yearly. Of the 1,224 day schools 611 primary, secondary and normal schools received grants-in-aid amounting to \$890,140 for the period 1st July, 1946 to 30th June, 1947.

With the increase in enrolment, which was 75 per cent. above the 1941 figure and 11 per cent. above the 1946 figure, existing accommodation was taxed to the utmost and, as an expedient, in many cases one building was used for two schools, one school meeting in the morning and the other meeting in the afternoon.

Fees were generally double the pre-war rates. The highest recorded fee for primary schools was \$5 (11s. 8d.) per month and for middle schools \$8 (18s. 8d.) per month. The number of pupils receiving free education varied in different States, but in general, the number of free pupils was about five per cent. of the total enrolment.

In 1946 there were 4,513 teachers giving a pupil-teacher ratio of 37. In 1947 the number increased to 5,293 but as there was a corresponding increase in the enrolment the pupil-teacher ratio remained unchanged. Before the war the pupil-teacher ratio was approximately 24. It is clear, therefore, that more teachers are required and, to give a pupil-teacher ratio of 30, a further 20 per cent. representing about a thousand teachers, will be required.

Many of the Chinese text-books in use in schools require improvement. Most of them are published in China and require more local colour and other alterations. To this end a Chinese Education Technical Advisory Committee recommended changes so as to make the books suitable for use in Malaya. Already some of these revised text-books are available.

Indian Vernacular Schools—Boys.

There are three main types of Indian vernacular schools: the Government school, controlled, staffed and managed by the Government on lines similar to those of the Malay school; the committee school, which is a non-government school conducted by a local managing committee or mission, but in nearly all cases fully aided by the Government; and the Estate school, a school conducted for the children of the labourers on plantations, under the control of estate management but, in nearly all cases, except for its buildings, entirely maintained by Government grants. By the provisions of the Labour Code, all estates with a sufficient number of children of school-going age must maintain schools; in consequence, the third type of school is by far the most numerous.

The maximum enrolment of pupils during the year was 36,621 and the enrolment at the end of the year was 35,378 (of whom 21,733 were boys and 13,645 girls) as compared with the enrolment of 33,466 at the end of 1946.

The grand total of schools of all types was 843 as against 724 in November, 1946, the estates schools alone having increased in number by 101.

For Indian education in Malaya the year under review was certainly the most important in its history. As from January 1st, the Government assumed responsibility for the payment of the salaries of the teachers and for the running expenses of all Tamil schools. This took the form of a grant-in-aid which comprised,

firstly, the salaries of the teachers, graded similarly to the salary schemes as laid down for the Malay teachers (and to which were added, in addition, the usual cost-of-living allowances), and secondly, funds to purchase all the necessary school equipment. Furthermore, as a special post-war measure, a completely new supply of furniture was granted : the managements either constructed this for themselves according to the specifications and within the rates approved for the purpose or, if they preferred, obtained it through the Department of Education.

During the year, therefore, nearly every Tamil school was completely equipped from blackboards and tables down to the smallest articles of stationery, affording a great contrast to previous conditions. The sum of \$49,498.09 was spent on books, stationery, slates, maps and pictures ; approximately \$562,954.40 on desks, benches, teachers' tables and chairs, blackboards and cupboards ; \$84,149.75 on rehabilitation and general improvements.

The principal subjects in the curriculum were reading, writing, composition, arithmetic, geography, hygiene, physical training and gardening. Very fair progress was made in most of these subjects, the percentage of examination passes being well over sixty per cent.

Annual examinations of Standards One to Six were carried out during the last quarter by the Inspectorate and by the teachers themselves. In the previous year as a result of the Japanese occupation about 75 per cent. of the total enrolments were pupils of the First Standard. Many of them were several years over-age. By the end of 1947 the position was reverting to normal.

A departmental Standard Seven Examination was conducted centrally and of the 285 candidates who appeared 137 passed the examination.

Although the staffing of Indian schools occasionally caused difficulties it was, on the whole, better than had been expected. The number of teachers employed rose from 946 in the previous year to 1,152, of whom 236 were trained and 916 were untrained. Of the latter, 396 were undergoing training.

Indian Vernacular Schools—Girls.

There were only four Indian girls' schools in the Federation of Malaya. These were all mission schools of the Roman Catholic Order of the Dames de St. Maur, four in number, at Penang, Taiping, Ipoh and Kuala Lumpur. Nearly all the other schools are mixed.

The number of Indian girls attending vernacular schools was 13,645, i.e., 38.5 per cent. of the total enrolment.

Out of the 1,152 teachers employed in all types of Indian schools only 127 were women. The shortage of women teachers made the provision of separate girls' schools difficult.

Secondary Education—Boys.

English schools, i.e., those in which English is the medium of instruction in all subjects, are almost the only schools that can be regarded as providing a secondary education. There are, however, one or two Chinese schools that are secondary in nature and that have secondary classes.

The English schools are preparatory ("feeder") schools for secondary schools or they are secondary schools with primary departments or they are purely secondary schools. Of the last class there were four in 1947. A primary school or department consists of the two primary classes and Standard I. A middle school or department consists of Standards II to V inclusive, a secondary school or department consists of Standard VI upwards.

Attendance at English schools is not compulsory. Pupils are normally admitted, irrespective of race or class, when they are 6+ years of age. They reach the School Certificate class when they are from 16 to 18 years old. The ages by standards in 1947, however, reflect the effects of the lost four years of education on the age range of the pupils. Not until about 1955 can standards and ages in schools become normal.

The school fees payable in monthly instalments remained at \$30 (£3 10s.) a year for the first eight years for boys and girls and thereafter (in Standard VII and above) \$48 (£5 12s.).

The arrangement regarding free places for Malay pupils was briefly as follows. If they passed Standard IV (or in some centres Standard III) in the vernacular school at an age enabling them to enter the English school before the age of 11 they were accepted as free scholars or given scholarships covering the fees. Some, in addition, were given more valuable scholarships of \$8 to \$10 a month (£11 4s. to £13 10s. a year).

Before the war, free education to children of races other than Malay was granted in necessitous cases (except that in the former Federated Malay States, as a measure of economy, no new remissions had been granted from 1936 onwards). A new schedule for the remission of school fees in English schools was introduced in 1946 and continued with certain additional concessions, in 1947.

The number of pupils in Government and Aided boys' schools enjoying free places or scholarships was 11,079. The percentage of boys receiving free education or holding scholarships was 38.6.

The increase in the number of pupils receiving an English education is noteworthy. In 1941 there were about 32,000 pupils. In 1947 the number was 52,900. The increase as far as the Government and Aided schools were concerned (an increase from about 20,000 to almost 39,000) was made without the provision of any additional accommodation. These figures indicate how crammed and cramped the schools are and the tremendous strain involved in providing sufficient teachers.

There was an increase over the 1946 figures of eight schools and 7,933 pupils.

Pupils in English schools come from all parts of the world and there may be as many as seven or eight different mother tongues in the normal enrolment of the different primary classes. The percentage of the total enrolment by nationalities in 1947 was Malays 20.7 per cent., Chinese 49.3 per cent., Indians 24.5 per cent., Europeans and Eurasians 3.2 per cent. and others .4 per cent.

The curriculum followed in English schools was in general in accordance with the suggested syllabus in the Education Code, and as a result of the influx of school text-books during the year there was

a very marked improvement in the standard of work achieved. The subjects requiring specialist apparatus, however, such as science and geography still suffered owing to the lack of suitable maps and science equipment.

Science in spite of a universal shortage of scientific apparatus and equipment, was taught in 30 English schools (Government and Aided) to 161 science classes comprising a total of 5,030 pupils (540 of whom were girls). The policy in these schools was to teach *some* science (even under conditions of extreme difficulty) rather than to allow pupils to leave school and face the world knowing nothing of this vitally important subject.

Physical training was included in the time-table for all schools and under the direction of the Superintendent of Physical Education, considerable improvement was made.

Libraries generally were still short of reading material and many books ordered in 1946 had not been received at the end of 1947.

During the year a library of film-strips was opened at headquarters in Kuala Lumpur under the charge of the Examinations Secretary. The library by the end of the year consisted of 500 film-strips of general educational interest.

Literary and debating societies continued to thrive and provided recreational practice in oral English and self-expression. Practically all the 1941 school magazines were published during the year.

The number of teachers at the end of the school year in Government and Aided boys' schools was 1,329, 1,185 being men and 144 women. The average number of students per teacher was 29.1. In 1946 the number was 28.5 and in 1938 it was 26.

Malay College.

The Malay College, Kuala Kangsar, is an entirely residential school, controlled by a Board of Governors. It is for Malay youths who have passed Standard III or IV in a Malay vernacular school. Pupils are selected by committees in each State and Settlement and their normal age at entry is 10.

The College opened for the first time since December, 1941, on January 30th, 1947, with an enrolment of 199 pupils. The curriculum followed differs slightly from that of most other English schools in that the main object of the school is to fit the boys for administrative posts.

Private English Schools.

At the end of the year there were 97 Private (i.e., non-aided) English schools with an enrolment of 14,169 pupils of both sexes, who were instructed by 435 teachers of whom a very small proportion were graduates or trained teachers. The fees in most of these schools were the same as in Government and Aided schools but a few charge fees at a slightly higher rate.

Secondary Education—Girls.

Most girls' English schools are self-contained, having primary, middle and secondary departments. There are, however, ten schools with only primary and middle departments. In general, the schools are organized along the same lines as the boys' schools.

Of the seven Government English schools one is a new school, the Malay Girls' College in Kuala Lumpur, which was opened on October 16th, 1947, to provide a residential school for Malay girls. Entry is by selection and up to 50 per cent. of the pupils are aided by scholarships if necessary. There are forty girls in the school, drawn from all parts of the Peninsula and from all classes of society. The College was formally opened by Lady Gent on Saturday, November 1st.

There were also fifteen Government English schools for boys and four boys' aided schools which continued to admit girls in districts where there were no girls' schools.

The total enrolment of girls in Government and Aided schools including girls in boys' schools (2,014) was 19,915.

The races in English girls' schools were as follows.—Europeans and Eurasians 6.9 per cent., Malays 8.9 per cent., Chinese 57.5 per cent., Indian 23.8 per cent. and others 2.8 per cent.

The school fees payable in monthly instalments are \$30 (£3 10s.) a year for the first eight years and thereafter in Standard VII and above \$48 (£5 12s.).

The curriculum showed some improvement in 1947. All schools accomplished some sewing and many of them started domestic science in a small way.

At the end of the school year the number of teachers in girls' schools was 572. Nine of this number were men owing to exigencies of staffing. The number of pupils to a teacher (including heads of schools) was 31.3; the corresponding figure for 1946 was 30.7.

Commercial Education.

There were by the end of the year three commercial schools in the Federation—at Penang, Ipoh and Kuala Lumpur.

Admissions to these three schools were restricted to School Certificate holders and those who in the previous December sat for the School Certificate Examination. The schools prepare pupils for the London Chamber of Commerce November examinations in the eight subjects of commercial arithmetic, book-keeping, elements of commerce, English, commercial geography, handwriting, shorthand and typewriting.

Junior Technical (Trade) Schools.

There were five junior technical (trade) schools, namely at Penang, Ipoh, Kuala Lumpur and Johore, with a total of 198 pupils.

Technifactory, Kuala Lumpur.

This school adjoins the Trade School and was opened in January, 1947. The Technifactory and the other junior technical (trade) schools have mutually benefitted from proximity, e.g., with orders where both metal and wood work were required.

UNIVERSITY AND COLLEGIATE (POST-SECONDARY EDUCATION).

Arts and Science.

The most advanced educational institutions in Malaya are the King Edward VII College of Medicine, Singapore (which is a government institution but not connected with the Department of Education) and Raffles College, Singapore.

Raffles College is an autonomous College not forming in any way a part of the Department of Education but governed by a Council and Senate. The College provides three-year courses in English, History, Geography, Economics, Mathematics, Physics and Chemistry and awards Diplomas in Arts and Science.

The number of students from the Malayan Union attending the College in the Michaelmas Term 1947 was 132, of whom 17 were women.

Vocational.

The Technical College, Kuala Lumpur, is a Government institution under the Department of Education, which provides a three-year course of study in Civil, Mechanical, Electrical and Telecommunications Engineering, and trains students for the posts of Technical Assistants in the Public Works, Survey, Railway, Electrical, Telecommunications and other Departments. The conditions governing admission are a good Cambridge School Certificate with credits in English and Mathematics and, if possible, in Science.

At the end of 1947 there were 187 students training under a staff of 18.

The College of Agriculture at Serdang, which was first opened in 1931, was formally declared of College status by His Excellency the Governor on 3rd May, 1947. It is under the direction of the Department of Agriculture with the assistance of an Advisory Council comprising both official and non-official members.

The College provides two separate courses, a one-year course in which the medium of instruction is Malay for pupils who have passed Standard V in a Malay vernacular or English school, and a two/three year course for students who have passed the School Certificate.

The Government provided 20 major and 20 minor agricultural scholarships in 1947. There were in 1947, 29 first year students and 33 students taking a one-year course.

The Forest School at Kepong opened its first post-war full course on the 1st April with a class of 25 students drawn from serving members in all States in the Malayan Union, and from North Borneo. The course covered a period of nine months, the subjects taught being Silviculture and Forest Management, Forest Mensuration, Elementary Geometry and Surveying, Botany and the Identification of Malayan Trees and Timbers, Forest Engineering and Forest Law.

Overseas Higher Education and Scholarships.

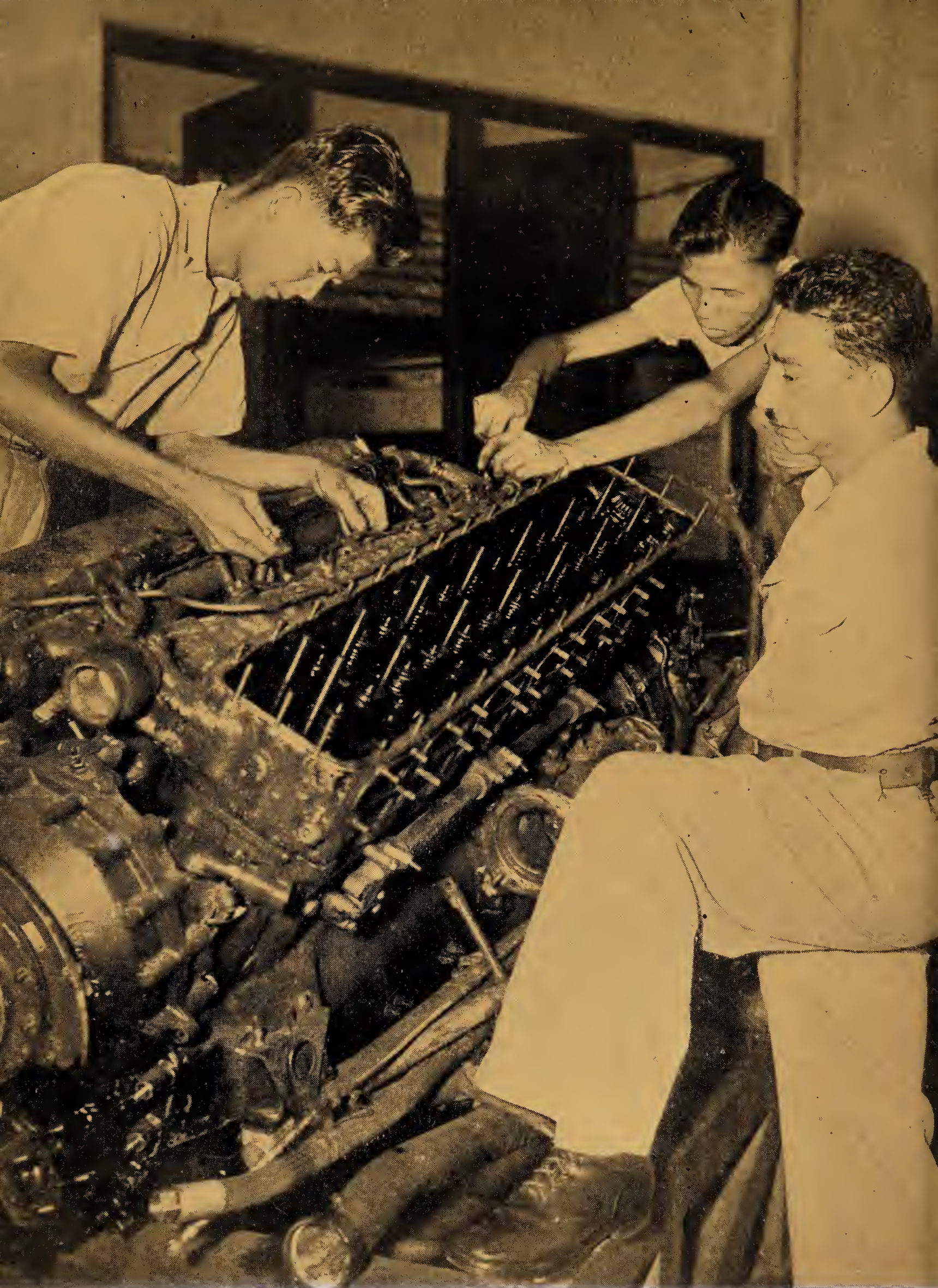
Approximately 241 Malayan students from the Malayan Union were studying overseas during the year. Of these 62 were scholars and 179 were private students.

Queen's Fellowships and Scholarships.

In 1947 two pre-war Queen's Scholars who had left Malaya before the outbreak of the Japanese war were still in England. Of the five pre-war Fellowship and Scholarship holders who were unable to leave the country before the outbreak of the Japanese war,



Chinese miners of the Raub
Gold Mine, Pahang.



Two students of the Junior Technical (Trade) School, Penang, are seen at work on an aero engine while their instructor H.H. Peterson looks on.

four and a Queens' Scholar left for the United Kingdom during the year. The remaining pre-war Queen's Scholar was advised, on medical grounds, to defer his Scholarship until 1948.

In view of the fact that no scholarships had been awarded since 1941, it was decided to award in 1947 Queen's Fellowships and Scholarships for 1946 as well as for 1947. The scholarships for 1946 were restricted to graduates of the College of Medicine in January, 1942, and December, 1946, and graduates of Raffles College in December, 1946 (including holders of the Raffles College War Diploma). The scholarships for 1947 were restricted in the normal way to graduates of these two Colleges in June, 1947.

The value of each of the two scholarships and the Fellowship to be awarded annually may be £500 for the first year and £400 for each succeeding year. The Queen's Scholarships are ordinarily awarded for a period of three years and the post-graduate Fellowships for two years, one of the Scholarships in each year being a reserved Scholarship for Malays and the Fellowship a reserved Fellowship in every alternate year.

The Johore Sultan Ibrahim Studentship instituted in 1936 is restricted to subjects of His Highness the Sultan of Johore. One studentship holder was in the United Kingdom in 1947 and two were studying in Australia.

Only one Kedah scholar was overseas in 1947. Two further awards were made by the Kedah Government towards the end of the year.

Another Kedah student was awarded an UMNO scholarship by UMNO (United Malay National Organization) during the year and is now at the University of London reading Malay for an honours degree.

Colonial Development and Welfare Scholarships.

Under the Colonial Development and Welfare Act of 1945, £1,000,000 was set aside over a period of ten years to provide scholarships to the United Kingdom and elsewhere for men and women either within the subordinate grades of the Colonial public service or not yet appointed to the service but who were likely to qualify for these higher grades.

In 1947 a total of seven awards were made to candidates in the Federation of Malaya, of whom six were placed at Universities or Colleges in the United Kingdom and one hopes to go to an Australian University.

Nuffield Foundation Scholarships.

The Nuffield Foundation Scholarships were first awarded in 1945 as a result of a grant of £10,000 per annum for three years by the Trustees of the Nuffield Foundation. The Scholarships, normally of three years' duration, were intended to enable promising officers of Dominion or Colonial origin in the subordinate ranks of the Colonial Service to qualify for promotion to the higher grades of the Service and in particular to those branches for which candidates require qualifications in medicine or in the sciences associated with biological studies.

Owing to the war no entries from the Federation of Malaya could be accepted for the awards for 1945-46 and 1946-47, but for 1947-48 two awards were made.

Colonial Social Welfare Scholarships.

The Colonial Office offers a limited number of scholarships to the Malayan Union to enable students to take the two years Colonial Social Science Course for Welfare Officers at the University of London School of Economics. In 1946 three candidates were selected for this course by the Malayan Union Central Welfare Council and in 1947 completed their first year of the course.

In 1947 two scholarships were awarded. Both scholars reached the United Kingdom for the beginning of the academic year in October.

The scholars will be attached to the Department of Social Welfare on their return from the United Kingdom after the completion of their courses.

British Council Scholarships.

Two British Council Scholarships were awarded to candidates from the Malayan Union in 1947. British Council Scholarships, if awarded in full, are of the value of £350 for one academic year of ten months and are primarily intended for men and women of graduate or equivalent status, preferably between 25 and 35 years of age.

The British Council sponsored in addition three "Visitors to Britain" who were away in the United Kingdom for four months.

Two British Council Scholarships were also awarded for the first time to two Girl Guiders to visit England for a three months intensive course in Guiding.

Miscellaneous (Overseas) Scholarships.

Five miscellaneous scholarships were awarded on special grounds in 1941, 1945 and 1946. The holders of two of these scholarships are taking courses in electrical engineering (Loughborough College) and two of them are reading for the bar. The fifth is taking the two-year course for welfare officers at the University of London School of Economics.

TRAINING OF TEACHERS—MEN.

Teachers in Malay Vernacular Schools.

The Sultan Idris Training College received its name from Paduka Sri Sultan Idris Merishid al-Aazam Shah ibni al-Marhum Bendahara Iskandar, G.C.M.G., G.C.V.O., who reigned in the State of Perak from 1887-1916. Previous to the foundation of the present Training College in 1922 there were two small training colleges for Malay teachers, one at Malacca and one at Matang in Perak.

There were 401 students in residence on 1st January, 1947. Of these students, four who originally entered in 1939 and 108 who entered in 1940 were due to sit for the College Final Examination in January, 1948.

The Sultan Idris Training College provides the highest course in Malay education that can be obtained in the Peninsula. The three-year course includes formal professional training in the practice and theory of teaching and also further education in the Malay language and literature, Malay history, geography, elementary mathematics, hygiene, physical training, gardening, art basketry and religious knowledge.

Amongst the most important work done by the College during the year was the holding of Refresher Courses for past students of the College. Each Course lasted for a week and was attended by 30 graduates. Four courses were held in all.

Teachers' Associations continued to flourish and some of them opened scholarship funds to assist poor pupils at English schools, and to purchase school materials for poor pupils at Malay schools. The Union of Malay Teachers' Associations Malay Peninsula, raised several very interesting questions during the year including a very ambitious revision of the Malay school curriculum.

Teachers in Chinese Vernacular Schools.

It was in past years customary for students who wished to qualify as teachers to take a normal course which was, in actual fact, little more than the Junior Middle course with a modicum of time for professional subjects. The course has now been abolished and has been replaced by the Government Teachers' Training Course.

Teacher training classes were opened in Penang, Perak, Selangor, and Negri Sembilan with a total enrolment of 110 men and 97 women. All students attending these classes were teachers in Chinese schools and at the end of the two year course, on passing the Government examination, they will be fully qualified. It is proposed to extend these classes in 1948 to other States.

With the exceptions of Pahang and Trengganu, there were Teachers' Associations in all States.

Teachers in Indian Vernacular Schools.

The two-year training course for Tamil teachers was conducted throughout the year at ten centres : Kedah, Johore Bahru, Segamat, Bukit Mertajam, Telok Anson, Ipoh, Seremban, Malacca, Kuala Lumpur and Klang. Each of these centres had a First Year Class with a total of 308 students and at Telok Anson, Ipoh, Kuala Lumpur and Klang there was also a Second Year or Final Class. Forty-seven students were successful in their final examination and on completion of two years' successful teaching experience will receive certificates as trained teachers.

Teachers' Associations, which existed in all regions except Pahang, Kelantan and Trengganu, were moderately active during the year.

Teachers in English Schools.

In normal times locally appointed teachers are recruited from two sources : Men and women graduates of Raffles College for Middle and Secondary departments, and women teachers only who have completed the third year Normal Class (Primary).

Normally Raffles College, with the co-operation of the Department of Education, Singapore, conducts a year's course in the theory and practice of teaching for Raffles College graduates who elect to enter the teaching profession. It was not possible to arrange this post-graduate course in 1947, consequently the graduates of Raffles College who wished to become teachers entered the Third Year Normal Class for their professional training. Eleven graduates were appointed to schools during 1947.

The Normal Class course is a course of three years in the theory and practice of teaching and in English (including Oral English) conducted in 1947 in local centres throughout the Union. Normal students stationed where no normal classes were available were taught by correspondence.

Before the war these classes admitted women only and were designed to train only primary teachers. Owing to post-war conditions with the increased and increasing enrolment, however, the majority of students were men, and the classes train teachers for the Middle as well as the Primary departments of schools.

The Malayan Teachers' Federation with its constituent Teachers' Associations continued throughout the year to take an active interest in all matters directly or indirectly affecting the status, the professional duties or the privileges of teachers. Later in the year, the Malayan Teachers' Union was founded with the various Teachers' Unions in the Federation and the Singapore Teachers' Union as constituent members. The Teachers' Unions showed great vitality and had full programmes providing for a variety of social, professional, athletic and cultural interests.

Training of Teachers—Women.

The locally recruited teachers for girls' schools gain their qualifications and receive their training in the same way as those for the boys' schools. Arrangements for a special residential Training College for women teachers in Indian schools was under consideration at the end of the year.

Malay Women's Training College, Malacca.

The Malay Women's Training College was first opened in 1934, in part of the old hospital buildings in Malacca. In 1937, a new building was erected and a practising school with a house for the head teacher was built in the grounds.

The last of the pre-war students completed their training before August, 1947, after which 29 new students were admitted. There were 29 students in the second year and three supervisors in training. It should be noted that the college course is for three years.

Moral and Religious Instruction.

Religious instruction was given in the English schools managed by the Missions outside the hours of secular instruction. It was not given in Government schools.

In Government schools generally, moral instruction was mainly indirect. In the English schools, for example, headmasters influence school public opinion through the school prefects. The prefect system is in force in all English schools.

In Malay schools as a rule the Religious Department conducted religious classes. In some of the States religious instruction was included in the school time-table.

In Chinese schools moral instruction was both direct and indirect. Weekly lectures were given in many schools to the assembled pupils. They were given advice on how to be worthy pupils of their school and how to become worthy citizens of Malaya. Respect for their parents and good behaviour towards their fellow students were held up as essential virtues. Direct moral instruction was also given in the civics lesson and received emphasis from posters and weekly slogans prominently displayed in the school. Since the time of Confucius, moral instruction has formed an important part of Chinese education and great emphasis has always been placed on it. Indirect instruction was given through reading and games in all schools and through Scouting and Guiding in a few schools.

Co-operation with School Managements.

Most of the aided English schools are conducted by Missions—the Christian Brothers, the Methodist Mission of America, the Dames de St. Maur, the Church of England, the Canossian Institute, and the Plymouth Brethren. The Government meets the difference between the school fees and the approved expenditure of these aided schools ; it also contributes at approved rates to the Provident Fund for lay teachers. The Education Code lays down that the Government may award a grant for approved capital expenditure not exceeding one-half the cost. The Missions throughout the year made their usual whole-hearted contribution to the work of education.

Adult Education.

The Education Department conducted classes in several States and in both Settlements mainly for men and women already employed and anxious to obtain better education or higher qualifications. Commercial subjects were taught in Penang, Johore Bahru, Kota Bharu, Kuala Lumpur, Malacca, Muar, Kluang and Segamat in particular, where pupils aimed at one of the London Chamber of Commerce Examinations. Classes in English of various grades were also held and a number were also held in Mathematics, Engineering, Economics, Drama and Art.

Various associations, trade unions and clubs also conducted classes for adults on a limited scale, but there is as yet no organization to correspond to the Workers' Educational Association of Britain. It is possible that the newly formed Teachers Unions may eventually be able to provide assistance for the formation of such a very necessary body.

A very considerable part of the activities of the Department of Public Relations falls within the general classification of Adult Education in the widest sense, particularly in the rural areas of the country, where adult literacy is less than 40 per cent. and in some States as low as 15 per cent.

Field officers of the Department travelling with mobile Public Address Units addressed more than two million people during the year in vernacular languages on a wide range of subjects, which included the proposed new Federal Constitution, explanations of

recent legislation, matters related to public health, agriculture, child welfare, nutrition, law and order, and local affairs of public interest.

More than one and a half million persons, mainly in rural areas, saw educational films shown by Public Relations Mobile Units and heard commentaries on them given in Malay, Chinese, Tamil or English. Most of such films were provided by the Central Office of Information, London, but films were also supplied by the Governments of Canada, Australia and India through their Malayan Information Officers and by the United States Information Service.

The coloured cartoons provided by the United States Information Service on such subjects as Malaria, Rural Sanitation, Hookworm, and the like proved exceedingly popular and valuable for rural audiences. It is of interest that in Kelantan local Malay village leaders voluntarily provided prizes to their people for the best latrines constructed on the lines of those shown in one of such films.

Towards the end of the year the Malayan Film Unit was in a position to produce locally made films in local languages. Such films are extraordinarily popular and the potentialities of the Unit in the field of Adult Instruction and Education are very great indeed.

Simple educational booklets and pamphlets in vernacular languages were also produced by the Public Relations Department in conjunction with the Departments concerned and distributed widely. They dealt with such subjects as the Federation of Malaya, Trades Union Organization, Public Health, Grow More Food, Census, etc., 785,625 copies were distributed in 1947 together with 143,256 copies English language publications provided to the Department of Public Relations by the Central Office of Information, London.

The Information Centres established in some thirty-nine towns and villages visited by some 10,000 persons daily are also of some interest in the field of Adult Education.

CHAPTER VII.

(Section 2.)

HEALTH.

Good progress was made in the restoration of the Medical and Health services during the year despite shortages of trained staff and of equipment. This progress is reflected in improved standards of health generally as compared with 1946, but the position is still far from satisfactory and the effects of the years of the Japanese occupation far from being removed.

Public Health.

In the municipalities of Georgetown, Penang and Malacca, anti-malarial work, conservancy and other health services are carried out by the Municipal Health Departments. In other towns these

measures are under the control of Town Boards which function under the chairmanship of administrative officers advised by Government Health Officers.

The main anti-malarial measures in towns are those involving sub-soil drainage which are permanent works. Oiling of drains and ditches and spraying with DDT are classified as temporary works. Considerable improvement in permanent anti-malaria work has been effected during 1947 but much remains to be done before prewar standards are reached.

Modern sanitation by means of septic tanks exists in the more modern buildings of most of the large towns. But the main means of disposal of nightsoil is still the highly insanitary bucket system with disposal by trenching. The time is overdue for a water carriage system in all the large towns.

Refuse is disposed of by incineration and by controlled tipping.

All large towns have piped water supplies. Considerable progress has been made in restoring prewar standards though, in some places, lack of material for replacement has prevented complete restoration. The supply in rural areas is from wells usually of the shallow type.

Licensed premises such as bakeries, eating shops, boarding houses, etc., were visited by inspectors of the Health Department throughout the year. The large number of insanitary houses erected in urban areas during the occupation presents a considerable problem. Immediate wholesale demolition is not practicable as there is no alternative accommodation available.

Health on Estates.

Much progress has been made during the year in health measures for estates. Lines have been rehabilitated and, with the return of estate doctors, conditions are beginning to approach prewar standards, but the shortage of Government Health Officers has prevented the regular visits of inspection carried out by the Medical Department before the war. The general health of estate labourers has undoubtedly improved, as has the problem of malaria. Many estates have given up or reduced oiling as an anti-malaria measure and are relying more and more on prophylactic atabrin or paludrine.

Seventy-nine thousand three hundred and seventy-five persons were treated on estates as compared with 54,990 in 1946.

Health on Mines.

Mines have not been visited by the Health Department but the Provision Relating to the Health of Assistants and Labourers contained in Part IX of the Labour Code, Cap. 154, has been applied to mines in Perak. The effect of this is to put mines on the same legal footing as estates. It appears that the application of Part IX of the Labour Code could be extended to all mines with advantage.

Health on Railways.

Health and Medical work on the Malayan Railway is under the charge of a medical officer seconded from the Medical Service. His staff consists of 13 dressers, three health inspectors, several anti-malarial inspectors and a labour force of about 100. The main activities of this officer are concerned with general public health

and medical care of the Railway staff and with anti-malarial work. The method of prevention of malaria in stations and gang lines is by oiling and DDT spraying.

Nine Railway dispensaries functioned during the year and two additional dispensaries were opened at construction points. Dressers in charge of dispensaries paid regular visits to every gang line in their areas. Twenty-eight thousand, four hundred and seventy-one attendances at dispensaries by the Railway staff and 10,604 attendances by their dependants were recorded. Classes in First Aid based on the St. John Ambulance handbook were held. First Aid boxes and First Aid hampers are available on trains, at stations and in workshops.

School Hygiene.

Shortage of staff imposed severe limitation on the amount of work which could be undertaken by the Medical Department. Regular visits were impossible, though 709 schools were visited as compared with 500 in 1946.

Forty-six thousand two hundred and fifty-four school children were examined. 20.9 per cent. were found to be suffering from dental diseases, 14.9 per cent. from skin disease, 1.2 per cent. from eye defects, 6.7 per cent. had enlarged spleens and 1.2 per cent. pediculus. One hundred and two thousand, two hundred and fifty-five attendances of school children were recorded at the Dental Clinics.

The school feeding scheme was continued throughout the year, the supplementary food being given in the form of milk. There is no doubt but that there has been a considerable improvement generally in the health of children, though the effects of the occupation period have not yet been fully overcome.

Control of Preparation and Sale of Food.

Routine inspection of all premises where food is prepared for sale was carried out. Applications for new licences for these premises were referred to the Health Department before being issued.

Stricter licensing of hawkers was gradually introduced during the year, but there are still far too many hawkers. The prewar examination of hawkers for typhoid carriers was reintroduced as far as possible, but control of hawkers, while improving, is still far from satisfactory.

Health at Ports.

Quarantine for the Malayan Union is now concentrated at Penang and Port Swettenham is no longer in use as a Quarantine Station. Forty-two immigrant ships from India, 123 from China and two pilgrim ships arrived carrying a total of 69,641 deck passengers. A total of 19,804 immigrants were quarantined and 2,407 re-vaccinated. Three pilgrim ships left Penang carrying a total of 1,770 passengers. Difficulty has been experienced in dealing with deck passengers, many refusing to go to quarantine and producing vaccination certificates which were found to be not valid and, in some cases, though in possession of valid certificates, admitted they had not been vaccinated at all. A total number of 59,177

The General Hospital,
Johore Bharu.





Training School for Nurses,
Kuala Lumpur.

cholera inoculations were given to meet the International Regulations for passengers proceeding ex Malaya.

Lack of suitable lighters for transporting passengers to the Quarantine Station caused considerable difficulties. The prewar lighters were destroyed during the war and not replaced.

No deratisation of ships or fumigation is carried out at Penang. This service is dealt with in Singapore.

Maternity and Child Welfare.

Midwives are trained in Government Hospitals. The trainees include nurses in Government service and women who propose to go into private practice. Malay girls are trained with a view to their taking up private practice in their own kampongs and receive a small salary and rations during training. They are paid in most States a small subsidy when they go into private practice to enable them to establish themselves. This system has not produced the results hoped for, as the kampong people, knowing the midwife receives a subsidy, will not pay her, with the result that she does not in fact become self-supporting. In certain States, such as Kelantan and Trengganu, a subsidy has never been paid and midwives do establish themselves. The prewar practice of subsidising midwives is to be reviewed. Midwives work under the general supervision of Lady Medical Officers and Health Matrons and Sisters.

Special maternity hospitals exist in Penang and Kuala Lumpur. In the latter case the hospital is Chinese and at present is run by Government owing to the lack of accommodation at the General Hospital, part of which is still in the hands of the Army. In addition there are maternity wards in all Government Hospitals. The total number of women admitted was 26,683 and the total number of deaths 340. This compares with 19,683 admissions with 189 deaths in 1946.

Child Welfare Centres exist in all the main towns. Lady Medical Officers and Health Sisters, of whom there were 8 and 16 respectively in 1947, made periodic visits to the surrounding districts on a weekly time-table. In the smaller towns and villages there are centres with a nurse and midwife in charge. Seventy Health Nurses were employed at the end of the year. The work consists in treating minor ailments, education in child welfare and ante-natal supervision. The number of attendances was 420,972 and over 200,235 mothers and children were visited in their homes.

Hospitals and Dispensaries.

Sixty-five General and District Hospitals are maintained by Government in addition to the special institutions for lepers, mental cases and infectious diseases. The total number of beds available was 13,403. The daily average number of patients was 10,431 and during the year 216,091 patients were treated.

Large modern hospitals exist at Penang, Malacca and Johore Bahru but the commonest type of hospital is the pavilion type. The large hospitals have a daily average of 400-600 patients whilst the typical district hospital has 150-250 patients.

Hospital equipment has improved and buildings renovated but there are still many deficiencies due to delay in arrival of supplies. The number of cases of malaria treated was 26,174. Twenty-four thousand, three hundred and fifty-one surgical operations were performed. Twenty-seven thousand, one hundred and fifty-seven patients were treated for diseases and injuries of the eye and 1,590 operations performed. Thirty-two thousand, one hundred and fifteen patients were examined by X-rays and 5,045 patients treated in the X-ray and Electro-therapeutic Department.

Out-Patients.

All hospitals have out-patient departments supplemented by dispensaries in smaller towns and by travelling motor dispensaries operating on the main roads to a fixed schedule. A certain amount of travelling is done by river and by bicycle by dressers in charge of dispensaries. The total of attendances was 2,213,169. Seven hundred and eighty-nine thousand, seven hundred and sixty-seven of these attendances were at travelling dispensaries. These figures do not include attendances at V.D. Clinics or Infant Welfare Centres.

Dental Surgery.

The main work of the Dental service lies among school children. The number of attendances has increased as compared with 1946, having risen from 58,553 to 102,255. The number of fillings has increased from 11,048 to 32,434.

Birth Rate.

The birth rate based on the 1947 Census figure for the population of 4,902,678 was 43.2 per thousand as compared with the rate of 36.8 per thousand for 1946.

The total number of births registered was 210,815 ; an increase of 26,855 over 1946.

Deaths.

The total number of deaths registered was 95,145, which is 9,895 less than recorded in the previous year and gives a death rate per 1,000 of 19.5 as compared with 21.0 for 1946.

Out of a total of 95,145 deaths only 19,773 were certified by a qualified medical practitioner. The greatest single cause of death is fever which, together with those certified as malaria, accounts for 21,887 deaths.

Infantile Mortality.

Infant deaths under one year registered were 21,555, which is a mortality rate of 102 per thousand live births. Corresponding figure for 1946 was 16,877 deaths with a mortality rate of 92. The increase in infantile deaths and death rates is evident in nearly every State and among all races, but is most marked among Malays in Kelantan, Trengganu, Malacca and Perak.

The total number of maternal deaths in 1947 was 1,476 for 210,815 births—a rate of 7.00 per thousand.

Special Diseases.

There was a marked diminution in the number of malaria cases during the year, the total number of cases treated in Government Hospitals being 26,174 with 1,041 deaths, as compared with 32,346 with 1,598 deaths in 1946.

The reduction is probably due to progress in rehabilitation of anti-malaria work generally, together with the wider appreciation by the public of drugs such as atebrin and paludrine and together with the increasing effectiveness of medical attention on estates. It must, however, be remembered that over a period of years malaria waxes and wanes. There have been years of very low incidence and of very high incidence in the past and this may occur again.

Tuberculosis.

Public interest in the tuberculosis problem has been considerable and a Tuberculosis Advisory Board was appointed by His Excellency the Governor to advise Government on the subject. Financial considerations and shortage of equipment have delayed the inauguration of several projects. Several States have unofficial committees for the collection of funds to supplement the work of the Medical Department. The Central Welfare Council is closely associated with this work and has given considerable financial assistance.

A specialist officer has been appointed and stationed in Malacca. Treatment by artificial pneumothorax has proved popular and is undoubtedly creating a faith in the population that the outlook for the patient is not so hopeless as it was felt to be in the past. There are indications that cases are trying to seek treatment earlier. Domiciliary schemes are under consideration and in all hospitals TB Clinics are available. But this does not go to the root of the trouble; so long as the present insanitary conditions and overcrowding of homes continue in the towns this disease will not be brought under reasonable control.

Smallpox.

Four thousand, four hundred and seventy-five cases occurred with 933 deaths. This is a carry over of the 1946 epidemic and is a legacy of the war and occupation period. The chief areas affected were Perak, Kedah, Selangor and Trengganu, with sporadic outbreaks in other States. There is no doubt that smuggling from Siam and Sumatra plays a considerable part in introducing and keeping the disease active. The total number of vaccinations was 2,016,474.

No cases of plague were reported and only two cases of cholera which originated in India.

Poliomyelitis.

The epidemic of 1946, during which 288 cases occurred with 20 deaths, had died down by 1947. Only 17 cases were reported during the year with four deaths.

Diphtheria and Cerebro-spinal Meningitis

are both notifiable diseases. Four hundred and five cases of diphtheria occurred with 124 deaths and 30 cases of the latter, with 17 deaths.

Yaws.

Seventy-four thousand, one hundred and thirty-three cases were treated. This disease has definitely increased since the war as a result of the complete absence of treatment of any kind during the war years. Regular visits to kampong areas are now being paid and it is hoped to reduce the incidence of this disease to at least the level of pre-war years.

Enteric Fever

caused 178 deaths amongst the 837 cases which were reported in the Union during the year. This disease is endemic in Malaya and occurs sporadically throughout the country. There was no evidence to indicate that water supplies were at fault. The main factor is undoubtedly the food hawker, coupled with the medieval system of night soil disposal which prevails in all towns and villages.

Typhus.

Scrub-Typhus has received much attention during the year; for many new foci of infected countryside became apparent as a sequel of the Japanese occupation, due undoubtedly to the wider foraging of rats attracted by the spoils of new and patchy cultivation of food crops. In the Division of Pathology of the Institute for Medical Research, new strains of the casual organism were isolated; attempted immunization of populations at risk by the war-time cotton-rat lung vaccine was continued, with results that still await evaluation. The British Scrub-Typhus Field Research Unit, sponsored by the Colonial Medical Research Committee, is now well embarked on a comprehensive study of the natural transmission of the disease. In November, an enquiry was received from Washington as to the feasibility of field trials of a new anti-biotic drug by an Army Medical Research Unit; by the end of the year arrangements for this visit were well advanced.

Venereal Disease.

Treatment is available at all hospitals and out-patient clinics. A number of special clinics function in the larger centres of population. Twelve thousand, five hundred and thirteen patients were treated for syphilis, 6,579 for gonorrhoea and 1,991 for soft sore.

Nutrition.

The standard of nutrition judged by clinical data has improved during the year. The following are comparable figures for admission to hospital for Beri-beri: 1,396 in 1946 and 939 in 1947. Other conditions associated with malnutrition show a decrease:

				1946.		1947.
Anæmia	..	..	..	7,982	..	6,063
Skin Ulcers	..	..	..	14,182	..	7,273

The only condition which has not shown a considerable decrease is anaemia. This condition was commoner among Indians than among Chinese and Malays. An investigation into the nature of this anaemia was begun in 1946 and continued in 1947. A great proportion of the cases admitted to hospital for anaemia are due to macrocytic nutritional anaemia. A limited amount of folic

acid was available and the few cases treated showed a dramatic response which, however, did not go to complete cure. Unfortunately, these investigations could not be completed owing to shortage of staff.

Malnutrition on the East Coast.

At the beginning of the year reports of severe malnutrition among the Malays of the East Coast were received. These reports were investigated and evidence of severe malnutrition found. A scheme for relief was instituted with considerable success, there being no further reports of distress during the monsoon period at the end of the year.

Field Investigation.

An economic dietary and clinical survey was carried out in the Malacca area. The intake of calories, protein, Vitamin A and riboflavin was found to be inadequate. Clinical and statistical information on morbidity and mortality rates supported the dietary findings. The economic survey revealed that in the poorest houses the diet cost \$7-\$8 per adult male per month and was 50-60 per cent. deficient in protein and calories. It did not approach minimum adequate levels until it cost \$15 per adult per month. The prevalent riboflavin and Vitamin A deficiencies were not related to cost but to dietary habits. A scheme for the alleviation of these conditions is now under consideration.

Feeding of School Children.

One hundred and thirty tons per month of skim milk powder were utilised. It is estimated that 237,000 out of a total school population of 480,000 receive $\frac{1}{3}$ - $\frac{1}{2}$ pint per day of reconstituted skim milk. In addition each child receives two biscuits.

Nutrition Advisory Board.

A Nutrition Advisory Board was constituted during the year to consolidate the work of the various departments interested in nutritional problems.

Rice Milling.

The problem of the proper milling of rice occupied the attention of the Nutrition Board during the year. It was decided to conduct research into the milling of rice in order to produce a nutritionally sound rice acceptable to all races in Malaya.

Food Yeast.

In spite of a great deal of effort, food yeast is not popular in Malaya. Even when sold at 50 cents a lb. the public demand has been small. Some 20 tons a month are consumed, all of it in Government institutions. It is a difficult commodity to handle. It arrives in Malaya packed in gunny bags, full of weevils and often damp and has altogether a most uninviting appearance. Better packing might help to popularise it but the class of the population who most need it cannot afford to buy it.

Diets in Institutions.

New diet scales have been adopted in Government and Estate hospitals.

Education.

Two booklets on nutrition were produced in four languages with the co-operation of the Department of Public Relations, one being a popular guide to the value of different foodstuffs and the other recipes for meals which could provide local substitutes for the usual rice meal. Both had a wide circulation.

Articles on nutrition were published in the Press and talks on the subject given by mobile Public Address Units of the Public Relations Department, who also publicised the subject in their vernacular publications. Scripts prepared for the above purpose were made available to probationer classes of the Department of Social Welfare and to teachers.

SPECIAL INSTITUTIONS.

Leper Settlement, Sungei Buloh.

During the year the number of patients rose from 1,655 to 2,040 which is about the capacity of the Settlement. Details of the population of the Settlement are as follows :

Nationality.	Men.	Women.	Boys.	Girls.	Total.
Chinese	1,067	423	88	33	1,611
Indians	203	35	9	2	249
Malays	129	35	5	5	174
Others	12	2	—	1	15
<hr/>					
Total	1,411	495	102	41	2,049

The main treatment given was by means of hydnocarpus oil. The results show definite improvement in many cases. Sulphetrone has been tried on a small number of cases. The results are promising and a supply of this drug has been ordered from the United Kingdom.

Some 1,474 cases required hospitalisation and at any time there are about 250 cases in the hospital. The commonest cause of admission is severe lepra reaction. There were 75 deaths in the Settlement. The principal causes of death apart from the leprosy factor were Pulmonary Tuberculosis 28 ; Anæmia 7 ; Scrub-Typhus 2. In three cases the cause of death was directly due to leprosy.

The general atmosphere of the Settlement has much improved during the year with the gradual effacement of the effects of the war.

Mental Hospitals.

The Central Mental Hospital deals with all mental cases in the Union, with the exception of 1st Class cases for which there is no accommodation. The Mental Hospital, Johore Bahru, is leased to the Army. At the end of 1947 the total number of patients was 1,624. During the year there were 1,864 admissions. The number of patients discharged was 990—455 were discharged recovered, 487 relieved and 48 improved. These figures compare with 1,465 admissions and 643 discharged in 1946.

In addition to insulin, therapy electric shock treatment was commenced in 1947.

During the year three nurses and five Hospital Assistants were seconded from other hospitals for training in the care of mental cases.

Farms at Institutions.

The position as regards material equipment at Farms at Institutions improved considerably. Progress was made in clearing the areas which had gone back to jungle during occupation. The total number of farms is now 12 as compared with 16 before the war. One hundred and twenty acres were under cultivation. Improvements in the stock of pigs and cattle were effected and it is hoped to make this institution practically self-supporting as regards pork and vegetables as in pre-war years.

CHAPTER VII.

(Section 3.)

HOUSING CONDITIONS AND PROGRAMMES.

Housing in the Federation of Malaya may be classified under three separate heads :

- (a) Housing of Government servants and estate and mine workers where a positive standard is enforced by administrative direction in the first instance and by legislation in the second !
- (b) Housing of rural communities, where progress is effected by the slower method of propaganda.
- (c) Private houses in urban areas, where control is exercised to ensure that accommodation does not fall below a legal minimum.

As regards (a) above, houses are built to type plans which are under constant examination. It is the policy of Government wherever possible to construct permanent quarters, although this rule has been relaxed during the present housing shortage. Electric light and piped water supply are available in most areas. During 1946 and 1947 approximately 75 per cent. of Government quarters were reconditioned up to pre-war standards. There remains, however, an acute shortage of accommodation for all grades of the Government Service.

The Labour Department, which approves labourers' quarters on mines and estates, had pre-war set its face against barrack type dwellings in favour of detached or semi-detached cottages of types designed to ensure maximum light and ventilation on sites approved by the Health Department. Steady progress has been made to restore pre-occupation standards, but new building has been hindered by the prior need for rehabilitation.

As regards (b) above, the Malay peasant appears to have evolved the most practical and hygienic type of housing in the East, having regard to the climate and his financial resources. Little improvement is called for in Malay houses although the condition of compounds and the construction and siting of wells and bathing places still leaves something to be desired, but this is within the scope of the Health Department.

The Chinese rural dwelling, on the other hand, is generally speaking as bad as can be from the point of view of light, ventilation and drainage. Obstacles of prejudice, poverty, and conservatism have long hindered the improvement of living conditions in these cases.

As regards (c) above, the inadequacy of urban housing is one of the most pressing problems with which Government is faced. The hard core of the problem is constituted first of houses which are inadequate both with regard to accommodation and conveniences and secondly of houses which are suitable in themselves but have become a danger to public health due to overcrowding. Both aspects of the problem existed and were accumulating before the war and both have been considerably aggravated by the Japanese occupation when squatter type dwellings, which can only be classified as hovels, were built in great numbers by the influx of persons who migrated from the country areas to the relative safety of the larger towns. In this period there was also an almost complete cessation of building activities, and no control by town and municipal authorities of overcrowding.

The only satisfactory way to assess the precise magnitude of the problem is to lay down minimum standards and, by means of a census operation, assess the numbers of the population which will not be available until the results of the 1947 Census are published, but the following returns of housing requirements, which are not yet complete, have been forwarded by State and Settlement governments :

				Higher income group.		Lower income group.		Shop- houses.
Kelantan	..	..	..	—	..	263	..	80
Malacca	..	..	..	250	..	1,000	..	—
Trengganu	..	..	..	—	..	1,000	..	—
Pahang	..	..	..	—	..	380	..	—
Negri Sembilan	..	..	..	20	..	500	..	—
Johore	..	..	..	65	..	1,128	..	593
Perak	..	..	..	—	..	8,000	..	—
Penang	..	..	..	20	..	1,450*	..	—
Selangor	..	..	..	1,050	..	13,356	..	20
				1,405	..	27,177	..	693

The problem is most acute in Kuala Lumpur, the largest town of the Federation with a population of approximately 176,000, where it is estimated that 1,000 houses are required for the higher income groups and 13,000 for the lower income groups. Persons in the higher income groups are now obliged to share houses or live in hotels and boarding houses, but the problem is more urgent among the lower income groups who are frequently paying exorbitant rents for one cubicle.

During the period April, 1946, to 30th June, 1948, the following houses were built in the Municipality of Kuala Lumpur : permanent houses 74, temporary buildings 680, Kampong Satu Government Housing Estate 220. Private enterprise is not at present interested

* Includes shophouses.

in schemes for cheap houses, owing to high building costs, and this factor has led the Municipality to undertake the building of Housing Estates. A further housing estate of 440 houses for lower income groups is now planned ; and in addition a plan has been prepared by the Town Planner for a Housing Scheme covering a total of 1,058 dwellings.

The proposal to manage or supervise a Government sponsored building programme for the whole of the Federation on the lines of the Kuala Lumpur scheme has been considered, and it is felt that most of the smaller town boards have neither the staff nor the experience to deal adequately with the matter, but that municipalities and the larger town boards would be able to handle the matter. In the larger towns where the greatest need exists, the Municipality of Penang has erected 110 houses since the war and acquired 50 acres of land as the site of a Housing Estate ; the Municipality of Malacca has worked out a scheme for the erection of 170 kampong type dwellings and is now considering further building schemes, two housing layouts for permanent dwellings in Seremban have been prepared, and a layout in Taiping planned for eventual permanent development of 200 cheap houses.

Building costs are generally considered to be about three times higher than the pre-war level, partly due to high wages and partly due to the high cost of materials. In certain areas where timber shortage is particularly great the costs are even higher. Thus in Kelantan the type of house being built in the Kuala Lumpur Scheme for approximately \$2,350 per two units in soft wood is estimated to cost \$5,500 in hardwood and \$3,900 in soft wood. These high building costs coupled with the compulsory restriction of rent increases have prevented any sizeable contribution to the problem by private enterprise. The possibility of controlling building materials was discussed and it was decided that in practice this was not likely to be effective and might even in the case of timber result in restricting output. Permission for non-essential and luxury building, such as the construction of theatres, cinemas and dance halls is at present refused by local authorities.

It is against the above background that a Housing Committee was convened and made its recommendations. It will be seen that something in the neighbourhood of 30,000 buildings of all types is required. Of the three broad general classifications of higher income group, lower income group and shophouses, the needs of the higher income group seem to merit the least consideration.

Assistance in shophouse building is a rather different matter. In the first place costs of construction are higher than those for small dwellings of the poorer classes. At the same time they serve the dual purpose of being places of business and living quarters and in urban districts a large section of the population dwell in them. Furthermore in certain areas a great many shophouses were destroyed during the war and in their place have sprung up temporary erections which are not very desirable from any point of view. There seems therefore to be justification for Government assistance, though not for any Government programme of construction for letting purposes.

There remains the class of persons who do not have the capital to undertake building on their own account or who do not earn sufficiently large wages to pay high rents. It is towards such people that the Housing Committee considered Government's main effort should be directed, and recommended that a Building Trust should be created and supported by Government to the extent of

- (1) A subscription of \$5 million to constitute the ordinary capital of the Trust;
- (2) Granting leases of not less than forty-two years duration to the Trust of State land in suitable areas for building purposes free of premium and rent.

It was recommended that the Trust be given power to raise further money up to four times the ordinary capital subscribed by Government by the issue of debentures secured on the property of the Trust.

The money so raised was proposed for use in three ways :

- (i) to make advances to private builders of up to $66\frac{2}{3}$ per cent. of the capital cost of any new residential building at a rate of interest of around four per cent. with a preference to builders prepared to erect smaller type dwellings ;
- (ii) to build houses, preferably through Municipalities and Town Boards but where necessary, directly, for letting purposes ;
- (iii) to purchase land where no suitable State land is available for building.

The Housing Committee also recommended that as far as practicable, consideration should be given to some form of subsidised scheme of Government building for letting at sub-economic rents to meet the requirements of persons who cannot even afford to pay the rents to be charged by the Trust.

The projected Housing Trust has not yet been set up, the principal difficulty being financial, but it is hoped that the position will be clearer before long. Meantime, steps are being taken to put in hand the administrative arrangements, which will probably necessitate legislation, for setting up the Trust, and a Committee is in session to consider the revision of legislation relating to local bodies to provide more stringent control of overcrowding in tenements and lodgings, and to require building performance in respect of unused land in town areas alienated for building purposes.

CHAPTER VII.

(Section 4.)

SOCIAL WELFARE.

The two major organisations concerned with Social Welfare are the Department of Social Welfare and the Central Welfare Council of Malaya. The latter is an unofficial body comprising representatives of the State and Settlement Welfare Committees, the Women's Service League and other persons concerned with

voluntary social service and a representative of the Malayan Union Advisory Council. The Chief Social Welfare Officer of the Department of Social Welfare with which close liaison is maintained, and other officials of Government attend meetings of the Central Welfare Council by invitation.

The Central Welfare Council

Is not only concerned with advising Government on all matters concerning the welfare of the people of the country and with the encouragement and co-ordination of welfare services but in addition raises and distribute funds on a considerable scale.

The total sum received by the Central Welfare Council in subscriptions and contributions from the date of its inauguration in May, 1946, until the end of 1947 was \$597,473.15.

Expenditure by the Council up to the end of 1947 amounted to \$349,100.70 and a balance of \$248,372.45 remained at that time.

Among the early contributions made by the Council to existing institutions were \$450 towards the cost of upkeep of the Orphanage at Dungun, Trengganu; \$10,000 to St. Nicholas Home for the Blind in Penang; \$13,000 to the King George V Silver Jubilee Home for Aged Chinese Women, Kuala Lumpur, to assist in a much needed extension to the building; \$25,000 was given to the Cheras Road Evacuees; and \$7,500 to assist in the reconstruction of the Rama Krishna Ashrama Orphanages, Penang, where many orphans of those who died on the Siam Railway are now cared for. In addition, \$5,000 was contributed to the Kuala Lumpur Students' Literary Scholarship Fund and \$1,138.50 was voted to meet the cost of the erection of a building for a Working Centre of destitutes from Malacca; and \$4,011 was allocated to victims of a fire in the village of Senai, Johore, representing the cost of textiles issued to the homeless.

Many other requests for assistance were approved; artificial limbs were supplied; children's playgrounds were equipped; contributions were made to boys' clubs; invalid wheel chairs were supplied to a Relief Camp, and individuals who were victims of elephant damage were assisted.

Cash Relief.

The responsibility for cash relief to necessitous blind persons, orphans and widows, which had previously been borne by the Government was taken over by the Council from 1st January, 1947. Deaf and dumb persons were subsequently included. The Council found that the rates of payment previously in operation were inadequate and adopted the following scale: Adults \$10 per mensem, children \$6 per mensem with a limit of \$40 for any one family. The work of distributing this relief was undertaken by State or Settlement Welfare Committees, who received block votes from the Council for this purpose and the total amount paid over during 1947 was \$191,638.

Special relief measures were found to be necessary in Trengganu where, partly as a result of an epidemic of smallpox, destitution and malnutrition were exceptionally widespread.

A comprehensive report was furnished by the Trengganu Welfare Committee and a member of the Council together with the Chief Social Welfare Officer also visited and reported on conditions in that area. As a result the Council voted a sum of \$20,000 for administration by the Trengganu State Welfare Committee, part of which was to be devoted to the erection of a Mukim Working Home at Batu Rakit, which it was hoped could be extended to cover four mukims at a later date.

Tuberculosis.

From its inception the Council has shown an active interest in the problem of tuberculosis and is represented by Dr. (Miss) Soo Kim Lan on the Government T. B. Advisory Board which was appointed in May, 1947. In October, 1947, the Council set aside \$100,000 from its funds to be used as a donation towards any future schemes which Government might initiate in their Anti-Tuberculosis Campaign, and in December, after hearing an address by the State Medical and Health Officer, Selangor (Dr. W. E. Holmes) on the immediate and urgent need for funds for medical and welfare work for T. B. sufferers in Kuala Lumpur, the Council voted a sum of \$10,000 from the total amount earmarked for T. B. schemes, to be used for welfare work among T. B. patients and their dependents, provided that Government vote an equal sum to the Medical Services for the appointment of staff to implement the Anti-Tuberculosis Campaign outlined by Dr. Holmes.

The Council discussed other means of ameliorating this grave problem including the formation of an Anti-Tuberculosis Association

Blind Welfare.

The care of the Blind enlisted the sympathetic attention of the Council from an early date and a survey of blind persons in every State and Settlement was initiated by the Council in October, 1946. At a subsequent meeting the Council undertook financial responsibility for an appointment to be known as the Welfare Officer for the Blind until such time as Government made provision for his salary, and at the same time invited Sir Clutha Mackenzie, the Chairman of the St. Dunstan's Home for Indian War Blinded at Dehra Dun, to visit Kuala Lumpur and address the Council. Major Bridges, an officer who was blinded in the Burma Campaign has since been appointed and provision for his salary has been made by the Government and he is now actively engaged in special welfare work for the blind in Malaya.

Recommendations to Government.

Recommendations to Government were made on a variety of matters, which included the establishment of more homes for aged and destitute persons, the provision of canteens and restaurants throughout the country, the closer supervision of the adoption of children, the grant of assistance to the Young Women Christian

Association for its early re-establishment, the increase in Government grants to orphanages ; the immediate reconsideration of cost of living allowances to lower paid Government servants, which were considered inadequate, the need for an extension of the scheme for school feeding and the urgent need for the appointment of a T. B. Advisory Board.

Liaison with Government Departments and Welfare Committees.

From the time of its formation the Council has maintained close liaison with all Government departments whose functions are connected with welfare work.

The Council was represented at the South East Asia Social Welfare Conference in August, 1947.

At the inaugural meeting on 5th June, 1946, the Director of Medical and Health Services, the Director of Education, the Secretary for Chinese Affairs and the Commissioner for Labour, were present and at the second meeting on 3rd July the Chief Social Welfare Officer, who had been appointed since the previous meeting, and the Director of Public Relations were also invited to attend. These officials or their representatives have attended subsequent meetings of the Council, have expressed their views and assisted the Council with their expert advice.

In addition the Council addressed the central Government on numerous occasions, making recommendations, supporting requests for assistance which were outside the scope of the Council's directive, and directing the attention of Government to condition which were in urgent need of amelioration.

The membership of the Council, which includes a representative of each State and Settlement Welfare Committee has enabled a close liaison to be maintained between the efforts and projects of local committees and the Central Council. Where State Committees have been unable to meet the full cost of some essential project they have called on the Council to make a contribution from the Malayan Welfare Fund. Through discussions held at Council meetings the experience gained in one State has been made available to other Welfare Committees. As an example the Malacca Welfare Committee initiated a Working Centre which took the form of a building to which people who were drawing relief and who knew no useful craft or trade could come and learn to supplement their income. It was hoped that by teaching such people basket making, rope making, carpentry and other useful crafts, they could in course of time maintain themselves and become independent of cash relief. The persons attending the centre were given one free meal per day and a small amount of cash while they learned their trade.

Similar schemes were subsequently adopted in Seremban and in Trengganu, and others are under consideration in Penang, Kelantan and Selangor.

The Council bore part cost of the Malacca and Seremban Working Centres until November 1st, 1947, when it was considered that the experimental stage had been passed and responsibility for them was then taken over by the Department of Social Welfare.

The Department of Social Welfare.

In his inaugural address to the Central Welfare Council the Chief Social Welfare Officer epitomised the relations between the Council and the Department of Social Welfare as follows :

“ On the one hand there is the Department of Social Welfare which is a Government Department, and on the other the Central Welfare Council, a voluntary body engaged in Social Welfare. The former has its duties defined and officials are appointed to carry out those duties. The latter is independent ; its members are not officials, and therefore are not paid salaries. The Central Welfare Council is free to do what it thinks desirable for the well-being of the people. It can and does act on its own initiative : it is free to undertake, to encourage, to experiment in, and give as it thinks fit, the money to finance its work. It is, as I have said, completely independent : it can therefore deal with emergencies.

“ The two, the official and the unofficial, work to achieve the same end. In the long run they are not primarily concerned with the citizens' bare necessities of existence—food, shelter and clothing—nor with the rules of law and order. They are directly concerned with the security, equipment and betterment of the citizens' personality and capacity—body, mind and spirit. Their services to the public are complementary and that implies co-operation, consultation and friendly relations, neither acts in isolation. They do in fact work together. They work in co-operation with various Government departments and other voluntary associations concerned with the establishment and maintenance of the social services.”

Co-operation with the Central Welfare Council, the Women's Service League and other voluntary organisations was continued throughout the year and progress was made with the inter-departmental co-ordination of Social Welfare Services.

With the filling of the appointment of Chief Social Welfare Officer it was possible to plan the organisation of the Department of Social Welfare for the proper performance of the full range of Social Welfare Services which are its responsibility. The concentration upon measures to relieve post-war widespread distress gave way in 1947 to a consideration of the needs of the vulnerable categories of the population and the setting up of services for them.

These services include responsibilities under the Children and Young Persons Ordinance—Cap. 33 of 1947 ; Juvenile Courts Ordinance—Cap. 38 of 1947 ; Women and Girls Protection Ordinances and Enactments (Chinese Protectorate) ; the establishment, management, organisation of Approved Schools and the education provided therein together with Probation Service ; the establishment and management of institutions for the care and protection of orphans, widows, aged, infirm and decrepits ; welfare work for T. B. dependants ; welfare work for leper dependants ; welfare for dependants of Indian labourers who died in Siam throughout the Federation of Malaya, Burma/Siam Relief Scheme ;

the direction of general relief schemes; welfare in emergencies, monsoon floods, fires and similar events; the establishment of schemes to combat malnutrition and economic insecurity in rural areas including the purchase and distribution of supplies; and many others.

The preparations for dealing with the consequences of the monsoon period proved adequate particularly in Trengganu, Kelantan, Perak and Johore. Distress was reduced to the minimum and rehabilitation was rapid and effective.

In addition to monsoon emergency measures malnutrition feeding schemes were introduced in the areas where they were most needed. These expanded rapidly towards the end of the year through the service already provided by Public Restaurants. Public Restaurants were, by the end of 1947, an essential part of a feeding campaign designed to combat the more serious effects of malnutrition following upon the Japanese occupation and resulting from economic insufficiency.

Lord Killearn's South East Asia Conference on Social Welfare held in Singapore in August, 1947, was followed by the I. L. O. Preparatory Asia Conference held in New Delhi in October November, 1947; both were attended by the Chief Social Welfare Officer and a fully representative delegation from Malaya attended the Killearn Conference. The Social Welfare Services in being in Malaya and the accepted plans for their expansion conform to the considered opinion expressed at the Conference.

Training of Staff.

Preparations have been made to introduce Social Welfare Training Courses for officers already in the service of the Department and specially for probationers locally recruited. It is hoped that the courses will do much to provide efficient staff with minimum qualifications. In 1948 either two or three trained officers will return to Malaya from the United Kingdom after two years' training as Social Welfare Scholars. Two more were sent for training in 1947.

Already some Probationer Welfare Students have been recruited and it is intended to introduce a training course, the preliminary plans for which are already in being. One of the immediate problems is the recruiting of staff to undertake the onerous responsibilities involved in the protection of women and girls. The candidates must possess sufficient technical knowledge to grasp the principles and practice of the relevant Ordinances.

Departmental Homes and Institutions and Homes Assisted by Grants-in-Aid.

Pre-war the problem of the care of orphans and the aged and infirm in Malaya had not presented any major difficulty and but for the maintenance of decrepit wards and Homes for the aged in the larger towns, Government was not required to accept responsibility for many other types of destitute persons. Homeless children were in the main cared for in Convent Orphanages and the Government made a grant-in-aid towards their maintenance.

The war years changed the whole situation and by the end of 1947, the Social Welfare Department was directly responsible for 13 Homes (eight for aged, infirm, decrepit and destitute persons throughout the Union, four Orphanages and one Approved School). In addition, the Department was helping to support by means of a grant-in-aid more than 2,000 persons who were being maintained in Homes run by various religious bodies and other philanthropic organisations.

A total of 23 Orphanages received grants-in-aid from the Government. They are situated in Penang (8), Malacca (4), Kuala Lumpur, Ipoh, Taiping (3), Bagan Serai, Batu Gajah, Seremban (3) and Rembau. Homes for the aged which are run by Statutory Boards or voluntary organisations and assisted by a Government grant-in-aid exist in Ipoh, Kampar, Taiping, Sungei Siput, Kuala Lumpur and Malacca. At Penang, the St. Nicholas' Home cares for blind and crippled children.

A considerable step forward was made when the Approved School at Taiping was opened on 1st February, 1947. This was the first Approved School to be opened in Malaya. When opened, three boys only were admitted but within three months, there were over 30 boys and at the end of the year there was a total of 134 boys receiving education and training and being helped towards a better way of life.

At Serendah in Selangor, a large number of homeless boys are cared for at a school sponsored and staffed by the Save the Children Fund. At this school, boys are given education and recreational facilities which will enable them to become useful citizens in later years. This school is supported by a Government grant-in-aid. The Salvation Army ran Boys' Homes at Kuala Lumpur and Penang which also performed the useful function of a Remand Home. Towards these Schools the Government made a monthly grant.

Working Centres.

During the year there arose a demand for the establishment of Working Centres—places where destitute widows could go daily to learn mat and chick-making or some similar useful and productive work and in return for their labour they received a free meal and a small cash allowance. Skilled instructors were engaged to supervise the work. At Malacca and later at Seremban, Working Centres were established by the local Welfare Committees and after the initial experimental period had been successfully overcome, the Department of Social Welfare assumed responsibility. Several hundreds of poor persons were helped to earn a living and what is more important, many of them having acquired the necessary skill in making articles, were able subsequently to support themselves quite independently.

Towards the end of the year in collaboration with the Central Welfare Council an experimental Mukim Working Home was established at Batu Rakit, Trengganu. Here, over a hundred vagrant and destitute Malays suffering from malnutrition and the attendant diseases, have been given shelter, regular meals, medical attention, new clothing and they are being restored to



A Malay boy receiving medicines from the dresser for his treatment.

Malaya's gifts of
Kelantan silverware,
Trengganu cloth and
table to Princess
Elizabeth.



health. They are, at the same time, being encouraged to cultivate the land and help make the Home self-supporting. It is the policy of the Department to introduce constructive schemes so that the inmates of all Departmental Institutions, whatever their nature, may be encouraged in useful and productive work.

Public Restaurants.

The Public Restaurants maintained or sponsored by the Department of Social Welfare have two main objects, firstly to provide the public amongst whom malnutrition was rife with a well balanced meal at a reasonable price and secondly to keep down the prices of coffee shops and eating houses. The standard meals were worked out by the Government Dietitian and provide an average of 900 calories. They consist of rice, fish/meat/chicken/eggs and vegetables of good quality, vegetables of the "water" class are forbidden. It is of interest to record that when the Restaurants were first opened the average price of a cup of tea/coffee in a coffee shop was 30 cents, it is now 15 cents in most towns and in a few cases below 15 cents.

Public Restaurants have also been used in cases of relief when people are made homeless by flood, fire or other disaster. They are also used to feed destitutes, refugees in transit and others in need of assistance.

The number of "Public Restaurants" operating at 31st December, 1947, was 21 and the number of full meals served during the year exceeded two and a half million. The number of light meals served was estimated at ten million.

The number of sponsored restaurants operating at the end of the year was 15 and the number of meals served during 1947 was in excess of one and a half million. Light meals were estimated at four million.

Women and Girls.

The work for Women and Girls was partially transferred to the Department of Social Welfare. The first steps in specialised staffing at Headquarters for this branch of the work were made by the appointment of two women officers towards the end of November.

In this short space of time it is hardly possible to give any picture of constructive work, but plans have been formulated and in the 1948 report it may be possible to show how these ideas have been carried into effect.

At the end of 1947 the Children and Young Persons Ordinance was brought into force and this Ordinance combined with the Juvenile Courts Ordinance, which has not yet come into operation, should certainly prove a valuable piece of social legislation. The Act should pave the way for still further developments in the treatment of those children, who, through force of circumstances come within the purview of the Act. It is felt that the legal obligations of the Act will certainly become social opportunities when it is possible to carry the act into effect and co-operation with all outside bodies will be strengthened.

With reference to Transferred children it will be necessary to plan the necessary machine for the notification and registration of such cases.

Under the Rules of the Children and Young Persons Ordinance and Cap. 156 we must consider the establishment of homes to deal with girls on remand and under protection. In this type of home it is rather hoped that the girls, with the guidance of staff, will do all the work of the Home and the training will thus fit them to take their place as useful citizens.

With the formulation of these schemes it should be possible to look forward to 1948 realising that there is much to be done in this sphere of Social Welfare.

Welfare for the Aborigines.

During 1947 the Welfare Officer for the Aborigines was concerned with the Census. During that time he made contact with all aboriginal tribes and arrangements are being made for welfare work among them in 1948.

Burma/Siam Relief Scheme.

By the end of the year administrative arrangements were made to distribute the Government grant of \$1,500,000 to widows and dependants of the Burma/Siam Railway tragedy.

Welfare of the Blind.

The first task of the Welfare Officer for the Blind who was appointed in July, 1947, was to gather information which would enable him to produce a report and make recommendations on Blindness in Malaya. Information as to the numbers of Blind in the various States was given by the Central Welfare Council from lists they had made in conjunction with the Department of Social Welfare when paying relief to the Blind. These figures, together with the figures of Blind in various homes and institutions run by the Department of Social Welfare, when compared with the estimated incidence of Blindness in Malaya made by the Director of Medical Services, enabled the Welfare Officer for the Blind to make a reasonably conservative estimate of the numbers of Blind and partially Blind in Malaya.

Further information on the attitude towards the Blind by the public, occupations and trades which would be suitable for the Blind, marriage, etc., was obtained by means of a questionnaire. This was sent to all officials and non-officials whom it was thought by reason of their position and experience in Malaya would be able to give the information. The results were very satisfactory. The answers, many of which were lengthy, proved that the recipients of the questionnaire had shown a real interest, and much useful information has since been carefully collated and included in the Report.

On the question of education, training and employment, the Director of Education, the Director of Medical Services, the Director-General of Telecommunications, the Director of Industry and Commerce, and the Ophthalmic Specialist, willingly gave interviews from which further useful information was gained.

It was the intention of the Welfare Officer for the Blind to form a Committee which would design a Braille code for the three main languages used in Malaya, i.e., Malay, Mandarin Chinese and Tamil. This was to be based on and link up with the International Braille, which would facilitate the learning of English Braille for advanced education and training for employment. With the co-operation of the Director of Education, the Secretary for Chinese Affairs, the Commissioner for Labour and the Committee of the St. Nicholas Home, suitable members for a Braille Committee were selected, and application for formal approval of the Committee was submitted to the Government in November.

In October, a limited amount of Braille equipment was ordered from the National Institute for the Blind, London. This was primarily intended for the use of Braille Writers in order to start the nucleus of Braille books both for educational and recreational purposes. The Women's Service League assisted by providing names of women volunteers prepared to assist. An attempt was made to start the work towards the latter part of 1947, with the aid of hand written charts, so that certain of the groundwork would have been covered before the arrival of the equipment. The ingenuity of one of these Voluntary Braille Writers was very commendable, with the aid of a pin inserted in the end of a paint brush she managed to make extremely readable Braille impressions on ordinary paper.

1947 was essentially a period of investigation, planning and preparation for the organised development of Blind Welfare Services. During this period the Welfare Officer for the Blind was able to tour most of Malaya, save the East Coast, in order to obtain first hand impressions of the country, and of the standards of living, both in the towns and rural districts.

Expenditure of the Department of Social Welfare.

The following is a summary of the expenditure during the year 1947 :

				\$	c.
Relief to Widows in 1947	..	..	..	76,998	50
„ Orphans	..	..	..	64,143	50
Expenses on Working Centres	..	..	..	18,888	70
Expenditure on Blind Persons	..	..	..	51,431	00
„ Taiping Boys' Home	..	..	..	7,562	59
„ Malnutrition, Kelantan	..	..	..	20,000	00
„ Malnutrition, Trengganu	..	..	..	35,000	00
„ Malnutrition, Pahang	..	..	..	15,000	00
„ Smallpox Victims	..	..	..	1,110	00
„ Refugees and Displaced Persons	Vote	..	..	223,012	65
„ Welfare for Aborigines	..	..	..	815	19
„ Flood Relief, Kelantan	..	..	..	101	50
Contribution to Chinese Maternity Homes	..	..	..	7,000	00
„ Convent Creche, Seremban	..	..	..	300	00
Grant-in-Aid to Assisted Homes and Clubs	..	..	..	168,230	21
Maintenance of Departmental Homes	..	..	..	219,815	53
„ New Homes	..	..	..	76,398	78
Total	..	..	..	985,808	15

CHAPTER VIII.

LEGISLATION.

The year 1947 was a year of unification and reconstruction. This is reflected in the considerable output of legislation : fifty-one Ordinances were enacted during the year.

It had become apparent during 1946 that the existence of eleven distinct sets of laws, restricted in their territorial application to the States or Settlements to which they applied before the Japanese occupation and differing from one another in many important respects, formed an unsatisfactory basis for the administration of a Union of all those States and Settlements. An urgent need arose for unifying legislation whereby the existing laws would be repealed and replaced by provisions applicable to the Union as a whole. Examples of legislation of this kind enacted in 1947 are : the Advocates and Solicitors Ordinance, 1947 ; the Registration of Businesses Ordinance, 1947 ; the Census Ordinance, 1947 ; the Children and Young Persons Ordinance, 1947 ; the Post Office Ordinance, 1947 ; the Juvenile Courts Ordinance, 1947 ; and the Notaries Public Ordinance, 1947.

In some instances legislation applicable to the whole Union was required on some particular matter on which no legislation existed in certain of the Malay States before the Japanese occupation. It became necessary, therefore, as regards any such matter, to extend the pre-occupation legislation of one part of the Union to other parts where no such legislation had existed before. Legislation in this category enacted in 1947 includes : the Rent and Charged Land (Restriction) Ordinance, 1947, which extends the operation of the Rent and Charged Land (Restriction) Enactment, 1940, of the Federated Malay States to the States of Kelantan, Perlis and Trengganu ; the Commissions of Enquiry Ordinance, 1947, which extends the operation of the Commissions of Enquiry Enactment, 1940, of the Federated Malay States to the States of Kedah, Kelantan, Perlis and Trengganu ; the Affirmations (Application) Ordinance, 1947, which extends the operation of Section 5 of the Affirmations Enactment of the Federated Malay States to the States of Perlis, Kelantan, and Trengganu ; the Telegraphs (Perlis) Ordinance, 1947, which extends to the State of Perlis the provisions of Enactment No. 120 (Telegraphs) of the State of Kedah ; and the Military Manoeuvres (Extension) Ordinance, 1947, which extends the operation of the Military Manoeuvres Enactment of the Federated Malay States to the States of Johore, Kedah, Kelantan, Perlis and Trengganu.

Legislation under the heading of rehabilitation is to be found in the Mukim Registers Replacement Ordinance, 1947 ; the Chinese Tin Mines (Rehabilitation Loans) Ordinance, 1947 ; and the Industrial Rehabilitation (Finance) Ordinance, 1947.

Special provision to meet certain contingencies arising as a result of the Japanese occupation in connexion with the control and management of the Malayan Planters Provident Fund is made by the Malayan Planters Provident Fund (Special Provisions)

Ordinance, 1947; and a new Provident Fund for the benefit of employees engaged in growing and producing tropical agricultural products is established by the Malayan Estates Staff Provident Fund Ordinance, 1947.

Legislation dealing with certain matters affecting public servants was enacted by the Pensions (Special Provisions) Ordinance, 1947, which enables retrospective effect to be given to certain pensions regulations and rules, makes fresh provision for the exercise of the option for a reduced pension and gratuity, and enables the period of enemy occupation to count for pension; and by the Public Officers Mutual Guarantee Fund Ordinance, 1947.

Of new matters which were the subject of legislation during the year probably the most important are income tax and the establishment of wages councils. An income tax is imposed by the Income Tax Ordinance, 1947, and the Wages Councils Ordinance, 1947, provides for the establishment of wages councils and for the regulation of the remuneration and conditions of employment of workers in certain circumstances.

A Rule Committee for the purpose of regulating and prescribing practice and procedure in civil proceedings in the Supreme Court is established by the Rule Committee (Supreme Court) Ordinance, 1947. Provision is made for the appointment, powers and duties of Commissioners for Oaths by the Commissioners for Oaths Ordinance, 1947.

Under the heading of public finance, in addition to the Income Tax Ordinance, 1947, already mentioned, the Land Revenue (Payment by Instalments) Ordinance, 1947, the Supply (1948) Ordinance, 1947, and the Malayan Railway Supply (1948) Ordinance, 1947, were enacted.

Serious crime continued to hamper the restoration of normal conditions, and the need for controlling it produced the Protected Places Ordinance, 1947, designed to provide more efficient protection for stores of goods and supplies; the Societies Ordinance, 1947, which has for its object the control of associations of persons and the protection of the public against subversive and criminal organisations; the Public Order Ordinance, 1947, which prohibits the wearing of uniforms signifying association with political organisations and the maintenance of associations of a military character; the House to House and Street Collections Ordinance, 1947, which bans such collections except under licence from the Commissioner of Police or a Chief Police Officer; the Abduction and Criminal Intimidation of Witnesses Ordinance, 1947, which provides heavy penalties for a prevalent mode of interference with the course of justice; and the Carrying of Arms Ordinance, 1947, by which the Public Order and Safety Proclamation, commonly known as the "Mountbatten Proclamation" is repealed, and which reserves the death penalty (with the alternative of penal servitude for life) for persons using or attempting to use arms, while providing that the punishment for carrying arms without using or attempting to use them should be imprisonment for a term which may extend to ten years or a fine not exceeding \$10,000, or both such imprisonment and fine; the provisions of this Ordinance

bring the law into conformity with judicial decisions on the interpretation of the Public Order and Safety Proclamation.

Fifteen existing Ordinances or Enactments were amended during the year.

THE LEGAL DEPARTMENT.

During the year 1947 the Legal Department consisted of the Attorney-General, the Solicitor-General, and Crown Counsel the number of whom varied from eight to ten at different times in accordance with leave arrangements. One of the Crown Counsel acted as Solicitor-General for five months while the Solicitor-General was on leave. In addition, an Assistant Legal Draftsman joined the Department in May and the Legal Draftsman in October. The average total of officers employed in the Department, calculated on a monthly basis, was between eleven and twelve.

Apart from the Attorney-General and the Solicitor-General, the organisation of the Department was as follows :

Crown Counsel were stationed throughout the year at Penang, Ipoh, Seremban, Johore Bahru, and Kuala Trengganu. The Crown Counsel stationed at Seremban was Deputy Public Prosecutor for Negri Sembilan and Malacca, and the Crown Counsel stationed at Kuala Trengganu was Deputy Public Prosecutor for Trengganu, Kelantan and East Pahang (Kuantan and Pekan). The Crown Counsel stationed at Penang paid regular visits to Alor Star, prosecuted at the Kedah Assizes, conducted appeals before the Court of Appeal and the Supreme Court at Alor Star, dealt with Kedah legal matters and directed and supervised Kedah police investigations until August, when a full-time Crown Counsel was assigned to Kedah. The Crown Counsel assigned to the States of Selangor and Pahang were stationed throughout the year at Kuala Lumpur, so that they would be available to assist in general advisory work and legislative drafting at headquarters.

The Attorney-General was largely occupied during the year with constitutional matters connected with the establishment of the Federation of Malaya, and with the work of the Advisory Council and the Executive Committee of the Advisory Council. In these circumstances much of the work which normally would have been done by the Attorney-General devolved upon the Solicitor-General, in addition to the latter's own duties. The work of the Department included the drafting of the fifty-one new Ordinances enacted during the year and many others which did not become law until 1948 ; the drafting, or examination of drafts already prepared by the Departments concerned, of a large proportion of the eight thousand, six hundred and three *Gazette* notifications published during the year ; advising on the law and on questions of legal interpretation affecting the administration of every Department of Government ; advising Resident Commissioners and Government Departments in all the States and Settlements ; the conduct of appeals before the Court of Appeal sitting at Alor Star, Penang, Ipoh, Kuala Lumpur, Johore Bahru and Kota Bharu and appeals from the District Courts and Magistrates' Courts to the Supreme Court at Alor Star, Penang, Ipoh, Kuala Lumpur, Seremban, Malacca, Raub, Kuantan, Muar, Johore Bahru, Kuala

Trengganu and Kota Bharu, the prosecution of cases at the Assizes held in all these towns (the Assizes in the larger towns being almost continuous), and the prosecution of important cases in the District Courts throughout the Union; the setting and correcting of law examination papers for cadets in the Administration, Police and Customs; the direction and supervision of Police investigations into all serious crimes; the examination of all reports of sudden deaths and records of inquests, and of all recommendations for banishment; and attendance at numerous committees and conferences at which legal advice was required. Some idea of the volume of work involved may be gained from the fact that the total number of cases conducted in the Courts by members of the Legal Department was 1,210; the number of Police investigation files dealt with was 2,978; and the number of sudden death reports and inquest files examined was well over 1,000.

CHAPTER IX.

JUSTICE, POLICE AND PRISONS.

Justice.

The Moratorium Proclamation still remains in force, as also the Courts (Restriction of Civil Jurisdiction) Ordinance, 1946, the practical effect of which is to restrict the Courts in their civil jurisdiction to hearing and determining suits, etc., dealing solely with pre-occupation and post-liberation matters. With effect from the 1st April, 1947, that Ordinance was amended so as to permit of the Courts dealing with proceedings for the appointment of receivers and/or managers of land, for the recovery of possession of land where the term, even if created during the occupation, has expired or been determined since the 30th September, 1945, and for the recovery of rent of land in respect of any period since the 30th September, 1945, provided such proceedings are not barred by the Moratorium Proclamation and do not involve questions regarding Japanese or Japanese-issued currency.

Assizes were held on four occasions each during the year in 12 centres. Five hundred and ninety-two cases were decided, 987 persons being charged in respect of 1,221 charges. Convictions were recorded on 864 charges. This is a general increase, proportionately over the figures for 1946.

Twenty-two sittings of the Court of Appeal for the hearing of criminal appeals were held at six centres. One hundred and fifty-five criminal appeals were filed relating to 255 persons who had been sentenced by the High Court in original criminal trials. Fifty-two appeals from death sentences were dismissed and 22 were allowed.

In the District Courts 10,823 criminal cases were decided, 13,338 persons being charged in respect of 15,449 charges. Convictions were recorded on 10,810 charges. These figures represent a general decrease, proportionately, over the figures for 1946.

In the Magistrates Courts 75,884 criminal cases were decided, 92,263 persons being charged in respect of 97,672 charges. Convictions were recorded on 80,298 charges. These figures represent a general increase, proportionately, over the figures for 1946.

The High Court, exercising its appellate jurisdiction in criminal matters, heard 327 appeals from District Courts, 56 being allowed and six retrials being ordered, and 287 appeals from Magistrates Courts, 66 being allowed and 11 retrials ordered.

The number of unnatural deaths occurring during the year was 1,670 and Magistrates and Coroners' enquiries were held in respect of 1,373 of these. Again a finding of death from starvation was recorded in only one case.

The Court of Appeal entertained 26 civil appeals from the High Court.

On the civil side of the High Court 2,796 grants of Probate or Letters of Administration were made and 427 grants were resealed, 215 civil suits were disposed of, and there were 1,531 miscellaneous applications in Chambers. Seven Bankruptcy Petitions were filed, 10 Bankruptcy Notices were issued and two Receiving Orders were made. Twenty-one Divorce cases, 18 Companies Winding-up and other matters and two Wage-Earners' Administration orders were instituted. Ninety-four Wage-Earners' Administration orders were varied and 174 were discharged. Nine thousand, five hundred and seventy-two Powers of Attorney were registered.

In the District Courts 732 civil suits were disposed of and in the Magistrates Courts 1,991.

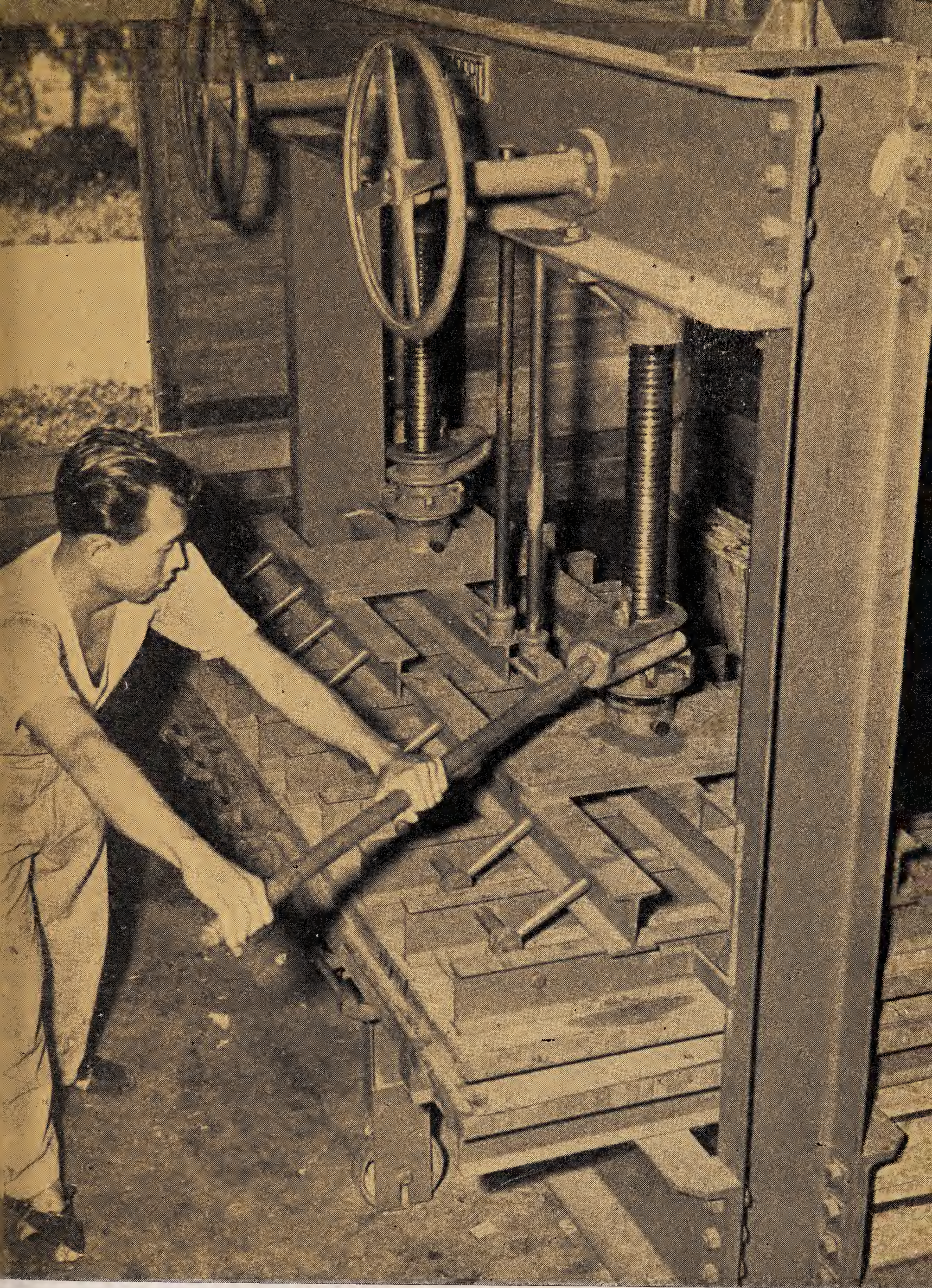
The High Court, exercising its appellate jurisdiction in civil matters, disposed of 24 appeals from District Courts and 56 appeals from Magistrates Courts.

Total Revenue from all sources from all Courts amounted to \$2,314,399.31.

The Advocates and Solicitors Ordinance, 1947, came into force on the 2nd April, 1947. This Ordinance unified and re-organised the Bar throughout the Malayan Union. It establishes Local Bar Committees and Local Bar Associations and also a central council of the Bar, known as the Bar Council. The functions of the Bar Council are to represent the Bar generally in any matter affecting the Bar as a whole, to make rules regarding the practice and etiquette of the profession, to examine and report on current legislation, to co-ordinate the work of Local Bar Committees and to perform certain other functions including functions in relation to petitions for admissions and enrolment of new members of the Bar.

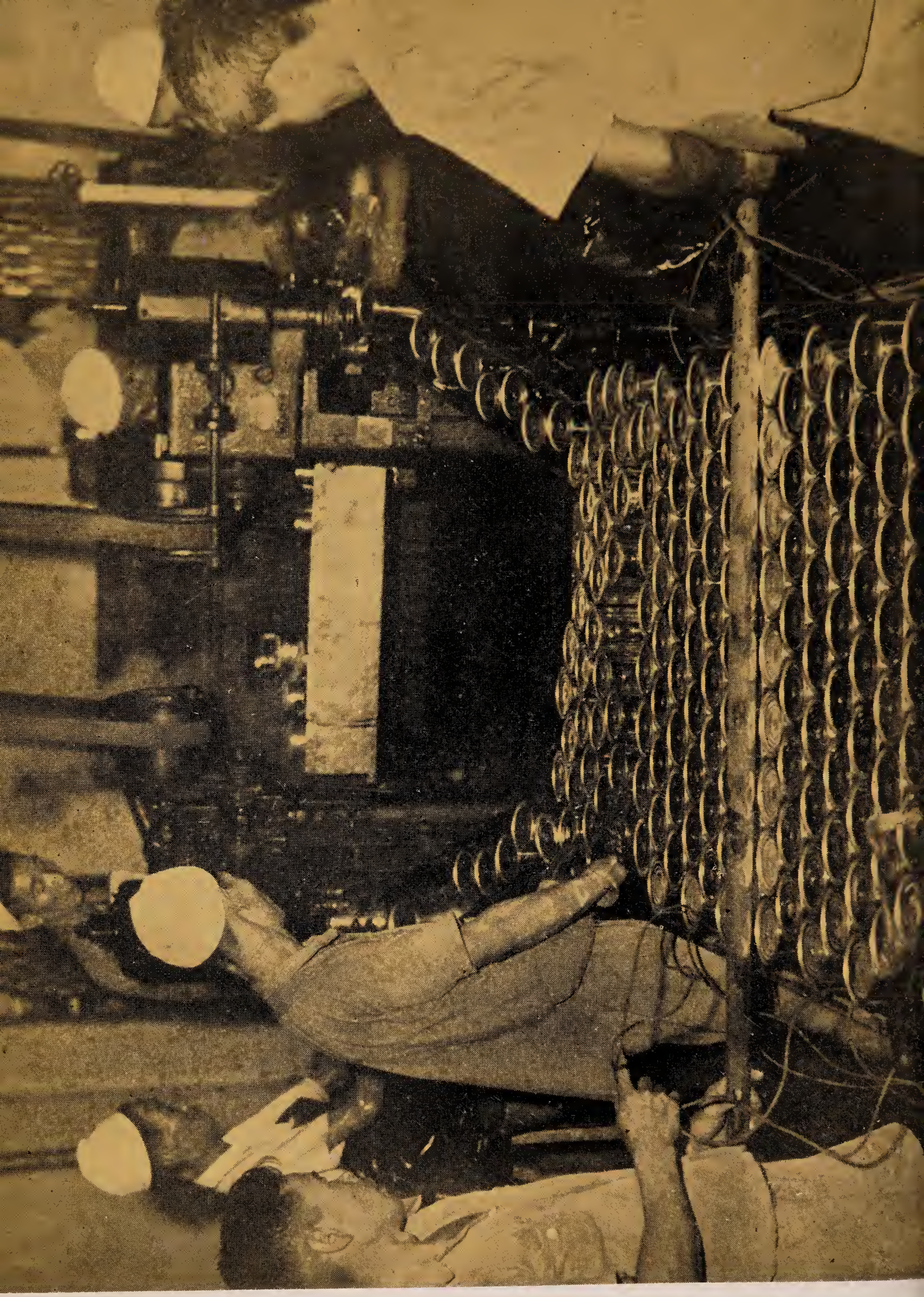
The Rule Committee (Supreme Court) Ordinance, 1947, came into force on the 10th June, 1947. By this Ordinance the power to prescribe rules for regulating civil procedure and practice in the Supreme Court is vested in a Rule Committee consisting of the Chief Justice as Chairman, the Judges of the Supreme Court, the Attorney-General, and three Advocates and Solicitors nominated by the Bar Council and appointed by the Chief Justice.

The Juvenile Courts Ordinance No. 38 of 1947 was enacted conferring powers on special Courts to deal with juvenile delinquency. This Ordinance has not yet been brought into force.



Twenty-year-old Abdul Hafiz from Parit Buntar operates the veneer pressing machine in the Techni-Factory in Kuala Lumpur.

Canning pineapples,
Johore Bharu.



POLICE.

Personnel.

As at 31st December, 1947, the total number of persons employed in the Police Force was approximately 11,500. Of this number, 9,422 were Peace-Officers, the balance representing clerical staff, technical and miscellaneous appointments and Open Vote subordinates.

The Peace-Officer strength showed an overall deficiency of 794 against the approved Establishment, which latter is itemised as follows, shortages being shown in brackets immediately after the figures for each category: Gazetted Officers 108 (-2); British Inspectors 13 (-2); Asiatic Inspectors 187 (-12); Uniformed Rank and File 9,217 (-646); Detectives 691 (-132).

Administration—New Appointments.

During the period under review a Gazetted Officer was appointed to the new post of Assistant Commissioner, Welfare, at Police H.Q. Approval was also obtained for the appointment of a Police Transport Officer but it was not found possible to fill the vacancy before the end of the year.

Organisation.

Following upon the appointment of a Director, Criminal Investigation Department, in late 1946, C.I.D. Branches already existing in the various States and Settlements were re-organised and new Branches set up as required, to give the essential country-wide coverage which had previously been lacking.

Crime—Introductory.

The increased efficiency and scope of the C.I.D. and of the Central Records Office secured by the re-organisation mentioned above, enabled a co-ordinated appreciation to be made, for the first time, of the state of crime throughout the Peninsula, so that, by the end of the year, the Director, C.I.D., was generally in a position to form a shrewd estimate as to the identity of the gangs concerned in particular offences, while the increased intelligence forthcoming generally was invaluable in directing action for the elimination of gangs and other lawless elements.

The remarks on crime which follow will be restricted to the main issues and trends observed, statistical detail being reduced to a minimum.

Extortion.

This lucrative criminal activity received unremitting attention from the Police, and by the end of the year a considerable decrease in its incidence was matched by a corresponding increase in public confidence. It is as yet impossible to know the extent to which extortion still survives, owing to the understandable reluctance of victims to report to the Police. The number of cases actually reported, 334, is no criterion whatsoever.

Piracy.

In 1947, piracy showed itself to be a very real problem. Originally there were two main gangs operating, one off the N.W. and the other

off the S.W. of the Peninsula, while there was a number of less serious cases off the N.E. Coast. The first mentioned gang was rounded up in June, which put an end to these incidents in Northern waters, but the second gang managed to elude capture, in spite of efforts on the part of the Police with Naval and Air Force assistance, and piracies continued in Southern waters throughout the year at the rate of two or three per month. Off the N.E. Coast, Police action was successful in terminating a series of a dozen rather "amateurish" incidents.

Secret Societies.

There is no doubt that the influence of Secret Societies, and in particular of Triad Societies, was behind the majority of serious crimes of violence in the Peninsula in 1947. During the year the Police attained a measure of success in combating this evil, but its complete eradication will require time and effort for years to come.

Murders, Gang-Robberies and Robberies.

During the year there were 180 cases of murder, and 33 of murder committed in the course of robbery or gang-robbery. Gang-robberies amounted to 357, while there were 632 cases of robbery.

Firearms were used or carried in 85 cases of murder, 257 cases of gang-robbery and 426 cases of robbery.

Arms and Ammunition Recovered.

One hundred and seventy-six revolvers, 135 pistols, 419 rifles, 138 shot-guns, 84 automatic weapons, i.e., Stenguns, Tommy-guns, etc., 52 assorted home-made fire-arms, 1,656 hand-grenades, 419 bombs, 2,034 shells and 250,933 rounds of assorted ammunition, were recovered during the year.

Police Arms.

At the beginning of the year the Force was equipped mainly with rifles and revolvers, which were inadequate for dealing with gangsters. Later on, however, a supply of Stenguns and American carbines became available, when the Police were able to engage gangsters on more level terms.

Labour Unrest.

Industrial unrest with widespread strikes on estates and mines continued throughout the year, constituting a serious Police problem and at times imposing a severe strain on Police resources. Particularly was this so at the beginning of the year in Central and South Kedah, where intimidation and inflammatory propaganda by unscrupulous self-appointed leaders of "unofficial" Trade Unions led to a state of lawlessness whose suppression required strong Police action.

Police Welfare.

By the end of the year the affairs of the "Police Co-operative Society" had been thoroughly overhauled, and a satisfactory start made with the rehabilitation of Police Canteens and the replacement of vanished sports equipment.

Another matter put into effect was a scheme for representative Welfare Committees for Inspectors, Subordinate Police Officers and Constables, and for Detectives. By the end of the year 32 of these Committees were established and about a third of that number had begun to function satisfactorily.

In almost all aspects of Police Welfare, finance is the governing factor, and progress is therefore much slower than could be wished.

Awards to Members of the Force.

The following awards were made during the year :

The King's Police Medal—for Gallantry 2 ; for Distinguished Service 3 ; the Colonial Police Medal—for Gallantry 6 ; for Valuable Service 3 ; The British Empire Medal—Military Division 1 ; Civil Division 1.

Casualties.

In the course of the year the following casualties were sustained :

Killed—	Wounded—
1 Inspector.	2 Gazetted Officers.
6 Police Constables.	1 Inspector.
1 Extra Police Constable.	5 Police Constables.
3 Detectives.	1 Detective.

Conclusion.

As the year progressed, public confidence in and respect for the Police Force showed a definite increase, and it is pleasing to record that on a number of occasions members of the public were rewarded or granted letters of thanks for their willingness in assisting the Police.

PENAL ADMINISTRATION.

The number of Prisons in the Malayan Union is 15 but it has not yet been found possible to classify a number as being solely Convict Prisons. It is proposed eventually to classify five of the number as Convict Prisons which will house all prisoners serving long sentences.

The prisons continue to be overcrowded and whilst estimates of costs of building are prohibitive are likely to remain so. An example is provided by an estimate of the cost of building a small prison to house 200 prisoners which, excluding the cost of staff quarters, exceeded one hundred thousand pounds.

Progress has been made with rehabilitating the prisons at Taiping, Kuala Lumpur and Batu Gajah, and improved safety measures, lighting, etc., are being provided. The rate at which improvements can be carried out is dependent on finance but within the limits imposed considerable progress has been made particularly in restoring the security of the prisons.

It was not until the latter part of the year that any sign of decreasing criminal activity was apparent from the numbers admitted to prisons.

The daily average number of prisoners for 1946 was 3,302 and for 1947, 3,497. The total number of persons in prisons at the beginning of the year was 3,294 and at the end 3,579.

Crime amongst women was almost negligible and there has been no increase in numbers of women prisoners since pre-war days. Female prisoners are kept entirely separate from male prisoners and are given such work as sewing, laundry and gardening.

The female prison staff consists of 6 Matrons and 11 Wardresses out of a total staff strength of 799.

Arrangements for dealing with juvenile delinquents are still at an early stage of development. The Juvenile Courts Ordinance of 1947 was enacted during the year but has not been enforced owing mainly to shortages of Magistrates and trained officers.

In September, Muar Prison in Johore was set aside for the reception and training of delinquent youths. Young offenders were sentenced to gaol and immediately transferred to Muar on a warrant issued by the Commissioner of Prisons. The number of persons under 16 years of age committed to prison was only 69.

It is hoped to open a large scale advanced approved school in Perak in the near future.

Vocational training continued in prison workshops; printing, book-binding, tailoring and carpentry are the main industries. Instructors are available in the larger prisons but there are still difficulties in obtaining tools and materials.

There has as yet been no recreation or physical training but it is hoped to start this in the larger prisons, in particular Taiping. Libraries were lost or destroyed during the Japanese occupation and are being gradually recommenced with welcome assistance from individuals and societies.

Assistance was provided to Prisons Department by the Department of Social Welfare and the Women's Service League. The former by assisting with the after-care of discharged prisoners and by visiting necessitous families of serving prisoners; the latter by obtaining books for prison libraries.

Prisoners Aid Societies were also of assistance.

CHAPTER X.

PUBLIC UTILITIES.

Electricity.

During the year 1947 the Electricity Department, as a result of insufficient generating plant in nearly all its undertakings, continued to be in the unenviable position of being unable to meet the rapidly increasing demand for electricity.

At the end of the year the waiting list of large power consumers for connection in 1948 in Kuala Lumpur district alone showed a total of 14,450 k.w. In addition, applications were received for a further 13,080 k.w. of connected load up to the end of 1950. The maximum capacity of the main Kuala Lumpur Station was limited by boiler capacity to 9,000 k.w. and the station was fully loaded during the year.

In spite of the disappointing slowness of deliveries of materials from the United Kingdom, considerable progress was made towards obtaining the maximum possible output from existing plant by the

ingenious use of local resources. As in 1946, restrictions had to be continued and as the demand for power overtook the generating capacity, load shedding had to be resorted to towards the end of the year by several undertakings including Kuala Lumpur.

It is satisfactory to record that, even under adverse circumstances, the total units generated by Bungsar Power Station, Kuala Lumpur, in 1947 was 70,824,519, giving an average monthly figure of 5,902,043 units as compared with 45,449,204 units for the period April to December, 1946, giving an average monthly figure of 5,049,911 units. Further, the total units generated and purchased by the Department in 1947 was 102,533,237 units, giving an average of 8,544,436 units per month as compared with 63,985,899 units for the period April to December, 1946, giving a monthly average of 7,109,544 units.

The average monthly increase in units generated and purchased in 1947 was therefore 1,434,892 units.

The electricity supply position for heavy industries in Selangor, especially for tin mines, was critical throughout the year and is likely to remain so until the first half of the new Connaught Bridge Steam Power Station, comprising two 20,000 k.w. generating sets, is put into commission. It is hoped that this will be achieved by the end of 1950.

A considerable amount of the work of preliminary investigation was carried out at the Connaught Road site. The turbo-generators and boilers were in process of manufacture in England during the year.

Four boilers at Bungsar Power Station were converted from coal to oil-burning during the year. This conversion was essential for two main reasons ; firstly on account of the expense of rehabilitating the worn-out coal and ash handling plant, and secondly to enable Bungsar to take its place as a standby station for Connaught Bridge, capable of carrying at short notice a load up to 20,000 k.w.

One 1,000 k.w. steam turbo-generating set, surplus under the final scheme for the Selangor electricity supply, was sold to Penang Municipality in order to alleviate, to some extent, the critical position in Prai Power Station, where only 9,000 k.w. of generating plant was available for the supply to the Island of Penang and part of Province Wellesley.

During the year the Department's numerous smaller undertakings throughout the Malayan Union, containing sixty-three diesel engine-driven generating sets, were brought up to the highest state of efficiency that existing conditions would permit. Less than ten per cent. of the spare parts ordered arrived, so that, in many cases, recourse had to be made to local purchase and manufacture to keep plant in operation.

Owing to the high cost of fuel, increase in wages, excessive consumption of lubricating oil and shortage of plant, many of the diesel stations failed to show a profit. Of the twenty-nine generating sets ordered in 1945, only eight arrived and three of these were installed and running by the end of the year.

In the 1946 Report of the Electricity Department it was shown that, by 1950, there would probably be a deficiency of approximately 70,000 k.w. of plant. From more accurate information now available

it is apparent that there will be a definite shortage of 40,000 k.w. of generating capacity by 1949 and an additional shortage of 30,000 k.w. during 1950. In order to try and meet this plant deficiency it would appear necessary to interconnect the new Connaught Bridge Station with the Perak River Hydro-Electric Power Company's system as early as possible. This would reduce the overall capacity of standby plant and release an additional 12,000 k.w. At the same time, arrangements should be made to complete the second half of Connaught Bridge Station, which would then reach its designed capacity of 80,000 k.w. This again would provide a further increase of 40,000 k.w. capacity resulting in a total increase of 52,000 k.w., which would be an appreciable step towards meeting the 70,000 k.w. of plant deficiency.

Hydro-Electric Investigations.

Considerable progress was made in the investigation of hydro-electric possibilities in Cameron Highlands and Fraser's Hill. A hydro-electric surveyor was engaged for the purpose of gauging river flows and assisting in the planning of schemes.

Briefly, the main proposals for Cameron Highlands involve the harnessing of the waters of the Telom and other rivers to supply water power, in two stages, to two high head power stations with an ultimate combined capacity at normal flow of 100,000 k.w. The maximum capacity of the first stage is estimated at 40,000 k.w. and that of the second stage 60,000 k.w.

A smaller scheme for supplying the local requirements of Cameron Highlands by making use of the waters flowing over Robinson Falls was also investigated. The output of this station was estimated at 700 k.w. at minimum flow.

Further investigations were also carried out for a scheme using the waters of the Trantum river for a high head station to supply Fraser's Hill, the villages of Tras and Trantum and other future developments in the surrounding districts. It was estimated that this scheme would provide an output of 500 k.w. which could be increased to 700 k.w. at a later date.

Staff and Welfare.

A number of meetings were held with the Electricity Department Labour Union during the year but the Union's usefulness was somewhat reduced due to internal difficulties. The rules of the Union provide for its control by a Central Executive Council, Regional Committees and Branch Committees. Valiant efforts were made by some of their officials to organise the Union in accordance with these rules with assistance from the Electricity Department but no fully representative body was formed by the end of the year. The reasons for this may be attributed to lack of suitable Union officials in the districts, lack of Union funds and difficulties in finding time to permit extensive travelling by organising officials. An atmosphere of suspicion was also created by certain undesirable elements against some of the Union officials.

Up to November, meetings were held at fairly regular intervals between representatives of the Staff and members of the Kuala Lumpur Branch of the Union. A number of grievances and



Living huts in a typical resettlement area.



Helping Granny—a happy scene in the security of a resettlement area.



A drink—a chat—and instruction in the use of the carbine.



The security guard at a resettlement area.

problems affecting the local labour force were discussed and solutions found.

Two Canteens, one at Bungsar Power Station and one at Gombak Lane are provided in Kuala Lumpur. During the year a Mobile Canteen, constructed from an old Army Ambulance vehicle, was also provided for use by men working on breakdowns of long duration and far from their homes.

The Electricity Departmental "Kilat" Clubs which were in existence before the war in Kuala Lumpur, Ulu Langat, Ipoh, Taiping and Seremban have been reopened. These Clubs are managed by the employees themselves under the guidance of the Electrical Engineer in charge of the station who officiates as President. Membership is open to all employees of the Department. A small "Kilat" Club was also started at Kuantan.

Electricity Department Labourers' Co-operative & Credit Societies which existed prior to the war were reopened in Ipoh on the 11th November, 1946, and in Seremban on the 22nd April, 1947. An attempt was made to revive a similar society in Kuala Lumpur in March, 1947, but without success.

Water Supplies.

There are 99 Public Water Supplies operated by the Public Works Department, serving an aggregate population of approximately 1,067,000. Much pumping equipment, ordered in the planning stage or immediately on re-occupation, has failed to arrive, and several important supplies, notably those serving Alor Star and Kluang, were still functioning inadequately on this account. The supply of chemicals, through local agencies, has improved considerably, and no longer presents the problem it did in 1946. In general, conditions have steadily improved during the year.

Drainage and Irrigation.

The major part of the work of the Department of Drainage and Irrigation is concerned with promoting the increased cultivation of rice in close co-operation with the Department of Agriculture. Its sphere of operations include land drainage, river conservancy, flood prevention and the control of soil erosion.

In spite of shortages of staff and of equipment and delays in deliveries of plant, satisfactory progress was made on the various schemes interrupted by the war and considerable advances made in combating the deterioration which occurred as a result of misuse and neglect by the Japanese.

The increase in the area under wet padi during 1947 was estimated to be some 87,000 acres. The principal new areas developed during the year were the Tanjong Karang Scheme, the Sungei Manik Scheme Stage IV, the Endau Scheme Stage I and the Kahang Scheme. These four schemes account for a total area allotted to settlers in 1947 of 15,166 acres, showing an increase of 8,697 acres over the 1946 figures.

The cost of rehabilitation carried out on irrigation works during the year totalled \$328,400. New construction works cost \$968,000, maintenance \$781,900 and the total sum spent on irrigation was \$2,078,300.

New construction work on Land Drainage was confined to the continuance of two pre-war projects at Sri Menanti in Negri Sembilan and Senggarang in Johore at a cost of some \$170,106. Rehabilitation and maintenance of Land Drainage cost \$223,614 and \$236,752 respectively.

River conservancy works were carried out under the following general classifications: Flood Mitigation, River Deviation and Silt Retention works connected with mining operations, and General Maintenance of Natural Waterways.

Severe floods occurred towards the end of 1947 on the largest scale since the catastrophic floods of 1926 and caused considerable damage to property and to irrigation works in Pahang, Perak and Johore. The Flood Prevention Schemes at Kuala Lumpur, Ipoh and Tanjong Malim were again instrumental in preventing what would otherwise have been serious flooding in each town.

Although the more urgent work on River Deviations has been attended to, the neglect of such work during the war years is likely to remain a source of anxiety in some of the main rivers for several years to come. The menace of silt released both by injudicious agricultural projects and by improper mining methods remains a serious threat to the main drainage of the countryside.

The rehabilitation works of river conservancy needing urgent attention cost \$208,786 and maintenance charges amounted to \$564,654, while new works cost \$13,300.

Broadcasting.

Licensing of radio receivers was introduced in June, 1947, and the number of licences at the end of the year was 11,043. Of this number 5,787 were held by Chinese, 1,912 by Indians, 1,696 by Europeans and 1,544 by Malays.

The licence fee for a radio receiver is \$12 (28 shillings) per annum so that revenue from this source in the Malayan Union was \$69,444.

The year's expenditure of the Pan-Malayan Department of Broadcasting on administration, programmes and transmissions was \$1,153,552 of which sum the Malayan Union liability has not been finally decided upon.

Programmes were broadcast by Radio Malaya daily from stations at Penang, Kuala Lumpur, Seremban, Malacca and Singapore in the following languages—Blue network, English and Malay; Red network, Chinese and Tamil. The daily average number of hours of broadcasting in each language was English 5.1 hours, Malay 3.1 hours, Chinese 4.25 hours, Tamil 2.75 hours.

Details of the approximate proportion of radio time allocated under various headings are available in the case of the Singapore Station as follows:

		News.		Talks.		Entertainment.
		%		%		%
English	..	10	..	3	..	87
Malay	..	16	..	5	..	79
Chinese	..	18	..	4	..	78
Tamil	..	18	..	6	..	76

The Chinese programmes are divided between Mandarin, Cantonese, Hokkien and Kheh.



View of the pre-fabricated houses, Kuala Lumpur.

The new boiler passes
in front of the Kuala
Lumpur Railway Sta-
tion on its way to
the Bungsar Power
Station.



Broadcasts to schools were continued throughout the year. All were originated in Singapore and relayed by the stations at Kuala Lumpur, Penang, Malacca and Seremban. There were 72 receiving sets in English schools, 20 in Malay schools and 26 in Chinese schools at the end of the year ; a total of 118 receivers.

The total number of hours of school broadcasts was 290 hours of which some 105 were to English schools, 108 to Chinese schools and 76 to Malay schools.

The Advisory Council on Broadcasting met once during the year. Amongst their recommendations was that the service of local news broadcasts should be expanded. This presented difficulties but with the co-operation of the Department of Public Relations it was to a limited extent possible to do so by the end of the year.

Apart from receivers in Information Centres throughout the country no facilities yet exist for community or village listening. The question of providing such facilities is under review.

Fire Services.

After consideration and investigation it was decided that the Fire Services Department should cease to be a separate Department of Government and that control of the various fire brigades should revert to the local authorities. By the end of the year all staff below and including the rank of Station Officers had been transferred to the local authorities as had appliances and equipment.

The total number of Fire Stations in the Malayan Union is 53 and there was a total of 436 calls on their services during the year, of which 42 were false alarms. The total loss by fire for the period is estimated at \$803,670.

CHAPTER XI.

COMMUNICATIONS.

Roads.

The road system of the Malayan Union is 6,076 miles in length and is composed of the following mileages and types of road :

Class.	Description.	Mileage.
A	1. Concrete surface	19
	2. Metalled surface grouted or sealed with bitumen	3,959
B	Metalled surface waterbound	368
C	Hard surface bitumen sealed	188
D	Hard surface waterbound	856
E	Earth surface	686
Total ..		6,076

On this system, in addition to, and closely connected with, the process of normal maintenance, for which financial provision is made on an annually recurrent basis, there is in operation a

programme of reconditioning, by which it is hoped to overtake within a limited period the depreciation resulting from neglect during the years of Japanese occupation. Provision for this is treated as special expenditure.

The total expenditure of these linked programmes of maintenance and rehabilitation in 1947 was \$18,025,208 as compared with \$8,123,141 in 1946, an increase, allowing for a nine months year in 1946, of some $66\frac{2}{3}$ per cent. This expenditure included 356 miles of re-surfacing and 177 miles of surface painting. These figures represent rates of output 2.4 and 1.3 times those achieved in 1946.

In general, modern traffic is not only greater in volume than it was before the war, but the impact of individual units on the road surface is heavier, and wear and tear greater. A three-day traffic census taken in Johore in June revealed that load intensities have increased 2.28 times since 1938, and the numbers of vehicles by 22 per cent. Another census taken in Pahang in July-August showed that, on almost all the roads in that State, the traffic intensity had increased between 70 per cent. and 120 per cent. in comparison with the census figures of 1935. The loss of the railway from Mentakab to Kuala Lipis may account in part for this increase.

The more backward road systems of the eastern States continued to show improvement. One hundred and fifty-six bridges were repaired in Kelantan during the year, 735 ft. of old bridging replaced, and five culverts renewed. Of these, eight bridges totalling 320 ft. were on the Coast Road and four on that from Kota Bahru to Kuala Krai. The major item of bridge replacement in this State, the Sungei Nal suspension bridge, had to be postponed, as the steel work from the United Kingdom had not arrived.

The coastal road has improved slightly during the year in all three eastern States. The section from Kuantan to Kemaman is now considered to be capable of carrying lorry traffic under normal monsoon conditions. The central section, between Kuantan and Pekan, has suffered severely from neglect, and rehabilitation has been slow on account of the greater traffic needs of the main Kuala Lipis Road. South of Pekan, and as far as Nenasik the Japanese track is being restored to use by reconstructing the large number of timber bridges required in that section. One thousand feet of bridging have been provided, at an average cost of \$70 per lineal foot.

The most pressing bridging requirement in the northern area, the replacement of the 37-year old timber pontoon bridge at Permatang Pauh is being met by a project for reinforced concrete pontoons carrying Bailey superstructure. This decking is carried on eight reinforced concrete pontoons and consists of two double/single shore spans of 120 ft. each, two single/single intermediate spans of 80 ft. each, and a central opening span of 50 ft. A tender was let in November, and construction was well under way by the end of the year.

In Perak 1,166 miles of road were maintained at an average rate per mile per annum of \$2,875. Seventy-four miles or about 6.6 per cent. were re-surfaced and a further 46 miles surface treated.

The most important item of bridge rehabilitation in this State was the reconstruction of two spans of the Iskandar Bridge, across

the Perak River between Ipoh and Kuala Kangsar. Certain special steel parts having been received from the United Kingdom, the work of re-erection, on timber false work rising from the bed of the river, was let to contract and was approaching successful completion by the end of the year.

Road Transport.

During 1947 there has been a steady increase in the number of mechanically propelled vehicles registered throughout the Union, the total increase of vehicles of all classes being 8,373. A comparison with the year 1940 shows that there were 2,799 more vehicles registered in the Union at the end of 1947 than were registered before the war in the area which now comprises the Union. The present total of 33,315 vehicles includes 4,330 motor cycles, 13,714 cars, 1,447 buses, 1,234 taxis and 12,141 goods vehicles (including 3,252 goods vehicles owned and operated by Government).

Bus services now operate over 6,490 miles of road which comprise all major and most of the minor roads in the country. The majority of the buses in operation are of modern construction. Over 400 new buses were built and placed in operation during 1947.

It is calculated that over 95,000,000 passengers were carried during the year at fares which ranged from 3/4 cents per passenger mile for rural services to 4/5 cents on certain town services, or where rough roads had to be traversed in newly developed areas.

There were 1,500 goods vehicles operating as public carriers, over 900 as limited carriers and 4,260 as private carriers. All commercial vehicles are periodically examined by officers of the Road Transport Department in the interests of safety. Over 6,000 commercial vehicles were so examined during the year.

The total revenue collected by the Road Transport Department from registration and licensing of mechanically propelled vehicles and drivers amounted to \$6,253,462 for the year 1947.

The Road Transport Proclamation and the subsidiary Regulations made pursuant to the rule-making powers conferred by the Proclamation continued to be the legal frame-work governing the licensing and operation of all mechanically propelled road vehicles in the Union. A comprehensive road traffic ordinance to take the place of the Proclamation Law has been drafted and is under discussion with the various Departments affected by its intended provisions.

During the year it was found possible to de-control the sale and transfer of all classes of motor vehicles and of the internal sale and distribution of spare parts and equipment including tyres and tubes. Control over export of motor vehicles was retained and it was also necessary to maintain petrol rationing throughout the year.

The price of petrol in all areas, except Pahang and the East Coast, where transport costs necessitate an increase, at the beginning of the year was 90 cents per gallon. In April this rose to 97 cents per gallon and with the introduction of an increased tax on petrol from July 1st, the price rose to \$1.30. A further increase of ten cents per gallon was made in September so that at the close of the year the price stood at \$1.40 per gallon.

Railways.

The Malayan Railway, the new title of the undertakings formerly known as the Federated Malay States Railways and the Johore State Railway, forms a vital part of the communications of the country, and is owned by the Government of the Malayan Union.

The main line runs from Singapore in the south to Prai in the north opposite Penang Island. A branch line runs from Bukit Mertajam (five miles south of Prai) to Padang Besar on the Siamese border, where connection is made with the Royal State Railways of Siam. Branch lines connect the main line to ports at Port Dickson, Port Swettenham, Teluk Anson and Port Weld, the branch to Teluk Anson, 18 miles long, having been reconstructed after its removal by the Japanese.

The East Coast line which ran from Gemas to Tumpat in Kelantan and established a second connection with the Royal State Railways of Siam at Sungei Golok was partly dismantled by the Japanese. Track and bridging between Mentakab and Krai (200 miles) were removed during the occupation and re-laying of this section was continued during 1947.

Revenue.

Gross and Net Revenue for the year were the highest in the history of the Railway, the figures being as follows :

					\$
Gross Revenue	..	..	..	..	33,323,994
Gross Expenditure	..	..	..	..	26,188,809
					<hr/>
Net Revenue	..				7,135,185
					<hr/>

Operating Results.

Comparative results of working in 1946 and 1947 are given below :

Item.	Unit.	1947 monthly average.	1946 monthly average.
Route miles open to traffic ..	Miles	810	792
Passenger mileage	„	88,040	81,745
Passenger journeys	Numbers	367,400	475,900
Average receipt per passenger journey	\$	2.05	1.69
Goods train mileage ..	Miles	118,900	105,400
Paying goods tonnage ..	Tons	115,750	96,130
Paying goods ton mileage ..	Thousand ton-miles	13,924	13,130
Port Swettenham, Imports	Tons	28,200	26,700
Exports	„	20,800	11,400
Prai, Imports	„	15,500	15,803
Exports	„	12,900	8,925

Operating Costs. Staff.

The cost of both salaried and wages staff increased substantially during the year, the former as a result of increased Cost-of-Living allowances operative from the 1st December, 1946, and the latter

as a result of the introduction of new basic wage rates and temporary allowances from the 1st August, 1947, following the report of the Joint Wages Commission.

Cost-of-Living allowances for salaried staff equalled 35 per cent. of basic salaries, whilst for wages grades the new daily total rates range from 180 per cent. to 330 per cent. above the 1939 level.

Stores.

The cost of all stores has increased substantially and imported items show increases ranging up to three times the pre-war cost.

Coal.

The price of local coal supplies increased during the year to \$20.50 per ton at pithead, three times the 1941 price.

Sleepers.

Local timber sleepers which cost \$2.30 per sleeper pre-war cost an average price of \$6.30 each during the year. The price of other timber was at a similar high level.

Rates and Fares.

As a direct result of the increased operating costs, increased levels of rates and fares were inevitable. At the end of the year passenger and parcel rates were 100 per cent. above pre-war levels, whilst charges for goods traffic have been increased by amounts varying between 50 per cent. and $66\frac{2}{3}$ per cent.

Maintenance. Track and Signalling.

Track was maintained in a safe condition for the reduced maximum speed of 35 miles per hour. Shortage of sleepers and labour will prevent a restoration of the pre-war maximum of 45 miles per hour before the end of 1948. The restoration of signalling installations and of the telecommunication facilities on the Railway has been greatly impeded by delays in delivery of the necessary materials.

Locomotives.

The stock of steam locomotives at the end of the year was :

Main Line (tender and tank)	..	..	..	..	171
Shunting	..	..	..	..	36

Negotiations were in progress for the disposal of 16 military type tender locomotives.

At the Workshops 64 heavy and 34 minor repairs to locomotives were undertaken, whilst 27 new locomotives were erected and placed into service. At the end of the year 57 heavily damaged locomotives were still in storage awaiting major repairs, and the programme was handicapped by delays in receiving essential material.

Coaching Stock.

The stock at the end of the year was as follows :

In traffic	..	..	..	..	..	211
Awaiting repairs, etc.	..	..	..	..	..	107
						<u>318</u>

Seventy-one heavy and fifteen minor repairs to coaches were carried out at the Workshops during the year. The condition of coaching stock on important passenger trains was substantially improved during the year and buffet and sleeping cars are now provided on main line through trains.

Wagons.

The stock of wagons at the end of the year was 3,809 four-wheeled vehicles and 1,268 bogie vehicles.

During the year, 1,940 wagons were repaired at the Workshops. The first deliveries of new wagons, of which almost 1,000 units were ordered in England in 1945, took place at the end of the year.

Staff.

The number of Railway employees at the end of the year was approximately as follows :

Europeans	..	..	..	..	..	..	100
Eurasians	..	..	..	..	..	..	250
Indians and Ceylonese	..	..	..	..	..	..	9,250
Chinese	..	..	..	..	..	..	1,200
Malays	..	..	..	..	..	..	2,500
Others	..	..	..	..	..	..	200
							<hr/>
Total							.. 13,500
							<hr/>

Of these, 3,500 were on monthly salaries and 10,000 on daily rates of pay.

Trade Unions.

Six Railway Trade Unions have been formed, each representing a different section of Railway employees, and are recognized by the Railway Administration for purposes of negotiation.

Machinery of Negotiation.

Meetings are held monthly at all main Railway centres, at which any employee can present any grievance he may have to a District Railway official. These meetings serve a useful purpose, but their replacement by a more comprehensive form of machinery for negotiation between the Administration and the Trade Unions and employees was pursued during the year.

Housing.

One hundred and ninety-one staff quarters of all classes were either reconditioned or rebuilt during the year in addition to the general maintenance programme. There remains a severe housing shortage, particularly at the main Railway centres.

Welfare.

Twenty-one Railway staff canteens have been provided at main Railway centres, and one Railway Shop. Railway staff Institutes throughout the line were re-opened after restoration of playing fields and repairs to buildings, and by the end of the year 17 were functioning as compared with the pre-war total of 20.

RECONSTRUCTION.

Track.

In Kelantan restoration work was carried out between Sungei Kusial and Krai, which included work on the repair of the major Guillemarde and Sungei Nal bridges. In Pahang re-laying operations north from Mentakab continued with a specially constructed track-laying train. It is anticipated that the sections Sungei Kusial to Krai and Mentakab to Kuala Krau, a total of 34 miles, will be opened for public service on the 1st April, 1948.

Workshops and other Building.

Substantial progress was made in clearing wreckage and debris and restoring facilities at the Sentul Works and the Kuala Lumpur locomotive and carriage shed areas which were partially destroyed by Allied bombing. Complete restoration will not be completed before 1950.

Ports.

Work proceeded during the year in the clearance of wrecks from the Coastal Wharf at Port Swettenham. Work was continued concurrently on the reconstruction of the wharf itself which, when completed, will be 600 feet long, have direct rail access and provide much needed additional wharf accommodation.

Restoration of the passenger jetty proceeded during the year together with much general restoration, both of wharves and other port facilities. Investigations by Consulting Engineers in respect of improved port facilities both at Port Swettenham and Prai were in progress during the year.

MARINE.

There was a considerable increase in the total tonnage of vessels entering Malayan Union ports during the year. Five thousand, seven hundred and sixty-eight ships entered and were cleared at the ports with a total tonnage of 10,127,546 tons : the tonnage cleared in 1946 was 4,676,731 tons.

Local craft to the number of 62,742 entered and were cleared, their tonnage being estimated at 1,223,113 tons.

The work of repairing and improving the coastal lights and that of clearing wrecks proceeded satisfactorily during the year.

POSTS.

By the end of 1947 186 post offices and 105 postal agencies were in operation. Three hundred and ten licences to sell stamps and 503 posting boxes provided postal facilities at places distant from post offices. One thousand, eight hundred and twenty-two officers of all grades were employed.

The administration of postal services was considerably facilitated and uniformity attained by the introduction of a new post office ordinance and post office rules covering the whole of the Malayan Union replacing the various regulations previously operating in the States and Settlements.

On the 1st January, 1947, various postal charges were increased notably the inland rates from 8 cents to 10 cents for the first 2 ozs.

for letters and 2 cents to 3 cents per 2 ozs. for printed matter. Parcel post rates were also increased to cover increased charges for conveyance.

The improvement in the economic situation was reflected in increases in business in all branches of the service. The number of postal articles dealt with was 49,102,109 compared with 38,708,514 in the previous year. Cash transactions at post offices increased from \$292,237,188 in 1946 to \$312,559,631 in 1947.

Pre-war Straits Settlements postage stamps overprinted "BMA" continued to be used throughout the year. Arrangements are being made to issue new stamps for each State and Settlement in 1948.

Postal communications are rapidly improving after the war. The introduction of an internal air service by Malayan Airways Ltd., between Singapore-Kuala Lumpur-Ipoh-Penang-Kuantan and Kota Bharu and the use of the Lancastrian and Constellation air services between the United Kingdom, India, Singapore and Sydney have considerably accelerated air mail correspondence. The average time taken at the end of the year for surface mail between the United Kingdom and Malaya was 28 days and for air mail five days.

The money transmission service of the post office was used to a very large extent. Three hundred and ninety-nine thousand, four hundred and twenty money orders valued at \$38,626,257 were issued and 214,031 valued at \$20,230,536 were paid during the year.

All post offices transact Savings Bank business. The total number of depositors at the end of the year in Malayan Post Office Savings Banks was 253,783 and the total amount on deposit was \$58,745,643. Transactions in the Savings Banks amounted to \$43,072,435 deposited and \$30,269,290 withdrawn.

Clubs for the promotion of the physical and intellectual advancement of postal staff have been opened and are operating in Kuala Lumpur, Ipoh, Penang and Taiping. In addition there is a holiday bungalow at Penang for the use of the clerical staff of the Postal Department.

Telecommunications.

The office of the Director-General of Telecommunications, Malayan Union and Singapore, and the main Departmental Stores and Workshops are situated in Kuala Lumpur. The peninsula is divided into five Regions, each in charge of a Regional Controller, while in Singapore there is a Director of Telecommunications who is directly responsible to the Government of the Colony on local matters. The Controller of Telecommunications (Finance) at the headquarters in Kuala Lumpur has executive functions in both the Malayan Union and Singapore.

The Department is responsible for the provision and operation of telecommunications services on behalf of the public and other Government Departments. The various services are dealt with separately in succeeding paragraphs.

The increasing flow of materials, plant, equipment and stores of every description made it possible to complete a great deal of

permanent rehabilitation work and to effect expansion of services to such an extent that at the end of the year the total volume of traffic handled exceeded that for any previous year. Even so, at the end of the year there was still a considerable unsatisfied demand for facilities, which calls for continued development of the system during the coming years.

A limiting factor in the general progress has been the shortage of trained staff for technical duties. This is being overcome by taking energetic measures to conduct intensive training courses and introduce correspondence classes.

Telegraph Services.

The number of major telegraph offices and Railway telegraph agencies operated by the Department remained unaltered at 25 and 77 respectively, while the number of minor telegraph offices was increased by 21 to 180.

A public teleprinter service with six subscribers was introduced on the 21st March between Kuala Lumpur and Singapore. This service provides for the renting by subscribers of teleprinter instruments at their premises, and the use of telegraph trunk circuits between Kuala Lumpur and Singapore as and when desired, a trunk call fee, based on an hourly charge, being levied for such calls.

The "Urgent Telegram" service was restored on the 1st September to British Empire destinations and certain foreign countries.

A sixteen-channel Voice Frequency Telegraph system was installed early in the year between Singapore and Kuala Lumpur. Three three-channel systems were also brought into operation, two working between Kuala Lumpur and Ipoh and one between Ipoh and Penang. In addition an eight-channel system was provided between Kuala Lumpur and Penang, bringing the total number of V.F.T. systems working in the country to ten.

The total number of telegrams sent and received was 1,581,149 compared with 1,209,382 during the period 1st April-31st December, 1946. The revenue derived from these services amounted to \$1,630,323.

Telephone Services.

The total number of telephone instruments in service increased by approximately 20 per cent. to 13,657 at the end of the year; when there were still 5,029 applications for telephone service outstanding.

Ten rural automatic, nine Central Battery and nineteen magneto exchanges were replaced; seven rural automatic, six Central Battery and six Magneto exchanges were opened for service, and extensions were made to two rural automatic, nine Central Battery and five Magneto exchanges.

A great deal of regrouping of carrier telephone systems has been carried out to conform with traffic requirements and reconditioned carrier equipments have been brought into service. At the end of the year a total of twenty-nine separate systems were in operation and have produced a marked improvement in the long distance communication.

During the year approximately 4,000 miles of overhead conductors were erected and 300 miles of pole route were built. In addition 18 miles of underground cable were laid.

The trunk and junction network was extended during the year by 18 major trunks, 30 minor trunks and 63 junctions.

Further progress was made in the rehabilitation of the overhead routes as a result of which interruptions have been reduced to reasonable proportions and the quality of transmission has been much improved.

A surcharge of 25 per cent. on all telephone accounts was introduced on 1st July, 1947, and total revenue for the year for telephone services amounted to \$3,566,427.

Radio.

The chief feature of note during the year has been the marked increase in the demand for Radio Communication Services. Although owing to various factors outside the control of the Department it has not been possible to satisfy all these demands, satisfactory progress has been made in the rehabilitation of radio installations, the development of new services and the consolidation for of those services already restored.

Coast Services.

The Coast station at Penang provided services for continuous listening watches for distress messages from ships at sea ; for the broadcasting to ships of warnings relating to the safety of navigation; and for the passing of normal radiotelegraph traffic to and from ships at sea. In addition, Radio Telephone Equipment was installed at the Coast Station at Kuala Trengganu for the operation of short range Radio Telephone Services to ships operating within the coastal waters of Malaya. The Coast stations handled 4,737 messages during the year compared with 1,787 during the last nine months of 1946.

Fixed Radio Service messages handled increased from 86,602 in the period of 1st April, 1946, to 31st December, 1946, to 357,355 during the year 1947.

Radio Telephone Services.

A Radio Telephone Service was brought into operation between Kuala Lumpur and Kuala Lipis. This service operates at very high frequencies and provides for three simultaneous speech circuits through a relay station at Fraser's Hill. It is hoped to extend the system to the East Coast as soon as staff and accommodation are available.

Aeronautical Services.

Facilities have been provided for aircraft operating on the Malayan Internal Airways between the airports at Singapore, Kuala Lumpur, Ipoh, Penang, Kuantan and Kota Bharu. These facilities provide communication between airports for passing information regarding flights, communication between the ground and aircraft in flight, and navigational aids. A total of 23,546 aeronautical radio messages were handled by the Department in the Malayan Union.

Meteorological messages totalling 18,410 were passed during the year in connection with services provided for the Director of Meteorological Services, Malaya.

Press reception on behalf of Press Agencies continued but the number of words taken down showed some reduction at 4,829,303 as a result of the grant of licences to certain Agencies to receive their own messages.

Police Radio Telephone systems at Kuala Lumpur, Ipoh and Penang continued to be maintained by the Department.

Railway Telecommunications

have continued to be the responsibility of the Telecommunications Department, and every effort has been made to rehabilitate the plant and equipment to ensure complete efficiency in working, a vital condition closely associated with the safety and smooth functioning of the railway system.

With the erection of arms and 98 miles of 200 lb. copper conductor for the Train Control telephone system, the rehabilitation of overhead routes in Kedah was completed. As far as the remainder of the system is concerned approximately half the work of overhauling and reconditioning the overhead line plant was completed.

CIVIL AVIATION.

In May, 1947, Malayan Airways Ltd., commenced operations with three Airspeed "Consuls", other aerodromes came under civil control, and civil flying operations were re-established in the country.

A daily service between Singapore and Penang, calling at Kuala Lumpur and Ipoh, was the first to be regularly operated. Later, when more aircraft and operating staff became available, services were extended to Kota Bharu, Kelantan, and Kuantan, Pahang. Still later in the year, a number of converted Douglas "Dakotas" became available, and these replaced the Consuls on the principal routes.

Malayan Airways Ltd. Air Traffic.						(May-Dec., 1947. All M.U. aerodromes).
No. of passengers landed	..	..	..	..	..	2,930
No. of passengers embarked	..	..	..	..	..	2,757
Mail landed	..	..	..	..	..	7,005 kg.
Mail loaded	..	..	..	..	..	8,218 kg.
Freight landed	..	..	..	..	..	2,564 kg.
Freight loaded	..	..	..	..	..	2,900 kg.

Bayan Lepas remained throughout the year the only designated land (Customs) Airport in the Malayan Union, and was used on frequent occasions by aircraft on charter and delivery flights, and as a refuelling stop by aircraft on the international route through Malaya.

As aerodromes were taken over from R.A.F. control, their rehabilitation and maintenance were in turn taken over by the P.W.D. ; Flying Control, Telecommunications (Radio) and Meteorological services were provided by the Departments of Civil Aviation, Telecommunications, and Meteorology. A point-to-point W/T network, Aerodrome Ground Control (R/T), and a number of M.F. Radio Beacons were established with equipment taken over from R.A.F. sources.

The Aviation Weather Service, which had earlier been re-established in Singapore, was extended to all civil aerodromes, and twice-daily weather forecasts and a route-forecast service were available from the inauguration of the internal air services. The Forecasting Centre remains for the present at Singapore, but it is hoped to establish an additional Centre at Kuala Lumpur in the near future.

The Kuala Lumpur Flying Club commenced flying for the first time since the war in September.

CHAPTER XII.

CULTURAL ACTIVITIES.

Plans were drawn up and approved for the rebuilding of the Kuala Lumpur Museum but it appears unlikely that funds will be available for this purpose for some years. In the meantime the books and exhibits which survived the bombing of the Kuala Lumpur Museum are housed in the Taiping Museum the contents of which have also suffered deterioration as a result of the Japanese occupation.

The advent of a representative of the British Council was welcomed but the initial difficulties of accommodation and finance limited the extent to which the Council could undertake the very considerable task that faces it. Council scholarships to Britain were made available on a limited scale. Plans were made to increase the scope of Council activities in 1948.

An exhibition of British books was arranged in Kuala Lumpur, Penang and Ipoh by the Department of Public Relations and proved exceedingly popular.

“ Mulberry ” Harbour Exhibition was also staged during the year by the Department of Public Relations with the co-operation of the Services and drew large crowds.

All-communities concerts in Kuala Lumpur were run during the year by an energetic local committee who with the local artistes gave their services voluntarily. One of the best of these concerts was held in the open air on the occasion of Victory Day.

A Film Society was inaugurated during the year and steps taken towards the establishment of a Federal Film Library.

At the Malayan Agri-Horticultural Association's Exhibition at Kuala Lumpur a wide variety of artistic work was displayed, from the silver handicraft work of Kelantan to the paintings of local artists. It was evident that with the progressive rehabilitation of the country the arts and crafts were not being neglected.

PART II.

CHAPTER I.

GEOGRAPHY AND CLIMATE.

The territories comprising the Malayan Union are situated in the Southern Section of the Kra Peninsula which protrudes at the South-eastern corner of Asia between India and China, between latitudes 1° and 7° North and longitudes 100° and 105° East. The Union covers an area rather more than twice the size of the Island of Ceylon and slightly larger than England without Wales. The largest of its territories is the State of Pahang, which is twice the area of Lancashire and Yorkshire combined and the smallest is the State of Perlis which is about twice the size of Rutland.

The State of Perlis lies on the North-west Coast of the Peninsula and is bounded by a range of mountains running North and South which separates it from the Siamese Province of Setul. On the East the boundary is with the Siamese Province of Nakon Sridhammaraj and the Malay State of Kedah, which is bordered on the interior by the Siamese States of Songkhla and Patani and by the State of Perak. The Muda River separates it from Province Wellesley.

The State of Perak stretches South from Province Wellesley, Kedah and Siam and is separated from Kelantan and Pahang on the East by the main range of mountains that form the backbone of the Peninsula. On the South, the Bernam River separates the State from Selangor, which is bordered on the East by the State of Pahang and on the South by the State of Negri Sembilan.

Stretching North on the East Coast between the Northern Border of Pahang and the Siamese boundary lie the two States of Trengganu and Kelantan.

In the extreme South of the Malay Peninsula lies the State of Johore. Four-fifths of the surface of the Union is covered by dense tropical jungle. The only generally cleared parts of the country are the long stretches down the West Coast, an area in the North and a number of open stretches up the principal rivers. The State of Trengganu, for example, is divided into sixteen river basins all of which empty into the China Sea.

The Malay rivers at their sources and in their upper reaches are quick flowing often with tortuous rapids and precipitous gorges.

In the lower reaches, the descent is more gradual and the water takes on a muddy hue from contamination with the silt of the plains through which they meander, debouching ultimately through strips of mangrove swamp, particularly on the West Coast.

The two principal rivers of the Peninsula are the Perak and the Pahang, the latter being some ten miles shorter than the River Thames. It springs in the main range of mountains, the highest of which is Gunong Tahan which rises to over 7,000' at its summit. This and other peaks constitute some of the highest territory South

of the Himalayas, while there are half a dozen prominencies which would comfortably overshadow Ben Nevis. That part of the country free from the torrid luxuriance of forest and jungle has been developed into great rice-producing areas as in the alluvial plains of Kedah, Perlis, and Kelantan. Other stretches have been scarred by the incisions of industry as in the Kinta valley of Perak, which opens out into a monotonous prospect of silver grey silt, the residuum of tin extraction.

The coast line of Malaya extends to over one thousand miles ; on the West a practically unbroken succession of mangrove and mud flat with infrequent indentations of picturesque bays fringed with coconut palms and the graceful spires of the casuarina. On the East Coast there are long unbroken stretches of sand and surf bordered by a littoral vegetation which lends to it a beauty possibly unparalleled in the tropics.

Within the territorial waters lie the Langkawi Islands off the North Kedah coast rising to over 2,000' wrapped in wild and rugged beauty. Farther south there is the Island of Penang, picturesque in a different way, whose features have been eulogised by travellers from the earliest histories. The Island of Pangkor off the coast of Perak was once a Dutch settlement but little remains in evidence of this history beneath the vegetation which has long since reclaimed its own.

Finally off the East coast among a sprinkle of beautiful islands there is Tioman with its symbolic silhouette of granite peaks.

Climate.

The principal features of the Malayan climate are copious rainfall, high humidity and a uniformity of temperature which rarely varies during the day more than fifteen degrees. There are no well-defined divisions between the seasons which are marked by the breaking and closing of the South-west and North-east monsoons, the latter of which occurs in the season which corresponds with the Winter in the northern latitudes. Although there are two recognised rainy seasons between June and December and in March and April, during the last seventy years most calendar months have at one time or another been recorded as witnessing the highest annual rainfall of some specific year.

The average monthly rainfall is some 8.0 inches. The average maximum temperature on the plains is 91° and the average minimum 71°. At the Hill Stations conditions are somewhat different. Uniformity of temperature still obtains but the highest temperature recorded at Fraser's Hill (4,200') is 81° Fahrenheit and at Tanah Rata (4,750') 79° Fahrenheit. The coolest night temperature recorded at Fraser's Hill is 53° Fahrenheit and at Tanah Rata, 36° Fahrenheit, only 4° above freezing point.

However relaxing may be the humid monotony of the perpetual summer's afternoon which is the Malayan climate, it has the redeeming feature of a cool and not infrequently chilly night which is denied those who live in the greater tropical land masses during the warmer seasons.

PART II.

CHAPTER II.

*HISTORY.**The Aborigines.*

The aboriginal inhabitants of that part of the Malay Peninsula which is now known as Malaya, numbering about 30,000 people, are usually divided into two main divisions, Semang, and Sakai of whom the Jakun (formerly considered to be a separate race) are nowadays regarded as a sub-division. These divisions are based upon differences of physical characteristics, differences of language, and differences of geographical location. The date of the arrival of these aboriginal peoples in Malaya is unknown, but it is probable that the Sakai whose original home is conjectured to have been Yunnan and who are akin to many hill-tribes in South China, Indo-China, Formosa, the Philippines, Borneo, Celebes and Sumatra, appeared in this part of the world some thousands of years before Christ. The Semang Negritos, having racial affinities with the Aeta of the Philippines and the aboriginal inhabitants of the Andaman Islands, may have been earlier arrivals. They roam the jungles in the north of Malaya and are mostly men of the plains. They are regarded as being the lowest in the scale of civilization, and have only a very scanty knowledge of agriculture. The Sakai inhabit the hills and foot-hills south of the Semang. They are of Mongoloid stock. They are semi-nomadic and often live in communal huts. Noteworthy among the Sakai are the Norther Sakai who inhabit the hills which form the boundaries between Perak, Pahang and Kelantan. Owing to the fact that they have lived in the more healthy climate of the hills, free from the encroachment of other races, they have been enabled to develop a physique and a general outlook on life markedly superior to that of their kinsmen elsewhere. The Jakun are to be found in the coastal forests of South Malaya. Originally sea-farers (one branch of them is known as Orang Laut—"sea folk") in the course of many centuries they have in some cases been forced inland up the rivers. The Sakai (and Jakun) are sometimes described as Proto-Malays and a considerable element in the physical make-up of the civilized Malay is derived from the aboriginal stock. Another element to be found in the racial composition of the Malay in some parts of Malaya is the Indian.

The Indian Period.

About the first century, A.D., Indian traders from the Coromandel coast began to arrive in the Peninsula and in other parts of the Archipelago in great numbers. They came to barter their fabrics, their iron implements, their beads and the like for the produce of the jungle: its gums, camphor, wood and gold-dust. Ptolemy's account of the "Golden Chersonese" is clearly descriptive of the Peninsula about this period.

In time many of these Indians, accompanied by their skilled craftsmen, such as architects, cloth weavers and workers in metal, settled here and in numerous other places in the Archipelago, inter-married with the aborigines and built towns. In our part of the Peninsula their chief settlement was on the river Merbok in Kedah. This town came to be known in Malay records as Langkasuka. These Indian colonies led the virtually autonomous existence of city-states but, as time went on, they all came under the domination of Sri Vijaya, an Indo-Malay Kingdom, which had its capital, at one period, in Palembang. Later Sri Vijaya shifted its capital, it is thought, to Langkasuka.

The Indians wielded an important influence among the tribes with whom they had contact in the neighbourhood of the towns and the ports. They introduced Indian customs, including the system of rule by rajas in place of, or side by side with, the old simple Proto-Malay patriarchal or matriarchal tribal organisation. They disseminated Buddhism both of the southern school (Hinayana) and the northern school (Mahayana). Animism was, however, the basic cult of the Malays until it was replaced by Islam. The Indians brought a large number of Sanskrit words into the Malay language, introduced Indian alphabets for writing that language, and in time familiarised the Malays with the great Indian epics to which Malay literature and drama of the Shadow Play variety came to owe so much.

Indian economic and cultural dominance lasted here from the early Christian era up to about the 15th century when the arrival of Islam first weakened and then destroyed it. The process of destruction was accelerated by the advent in 1511 of the Portuguese who came to control the Malayan trade which up to that time had been largely Indian.

The Kingdom of Malacca.

It is conjectured that it was from the Kingdom of Sri Vijaya that the State of Tumasik (later to be known as Singapore) was founded about the 13th century. The latter, in turn, gave rise to the Malay Kingdom of Malacca. Tumasik, after beating off an attack by the Siamese about 1348, fell to the forces of Majapahit about 1376 and disappeared from history for four hundred years. The dispossessed ruler of Tumasik, Parameswara, fled to Malacca (then a little fishing village) which in the course of the following century grew to be of such great importance. The infant Malay State which he founded there was beset by enemies, chief among whom were the Siamese who claimed allegiance from its rulers. The latter, however, appealed for protection to the Emperor of China who raised the title of the Malay ruler to that of King of Malacca in 1405, freed him from any dependence on the Siamese, and warned that people to refrain from attacking Malacca. Later in the century the Siamese renewed their attacks, but by then the Malays had grown powerful enough to defeat them without outside assistance, and even to conquer the Siamese vassal State of Pahang about 1458.

The new Kingdom of Malacca grew apace in the 15th century. Its port was thronged by traders from many nations and small

settlements of Javanese, Chinese and others, were established there. By the end of the century it had extended its sway over the Malay Peninsula as far north as Patani and over some of the coastal regions of West Sumatra. During that century, too, began the conversion of the Peninsula Malays to Islam.

The first centre of Islamic missionary effort in the Malay Archipelago was Northern Sumatra. Thither Indian, Persian and Arab Muslim missionaries flocked from the 14th to the 17th centuries. From North Sumatra Islam spread to Malacca which, by the end of the 15th century, had become the centre of the new religion in the Archipelago.

This process of Islamisation was gradual: it started in real earnest in the Peninsula in the 15th century and was not completed till about the 17th century, when Iskandar Muda, Sultan of Aceh, compelled acceptance of Islam at the point of the sword. Its progress appears to have been stimulated by the violent opposition of the Portuguese. Its effect among the Malays was enormous: India lost its pre-eminence among them as a sort of mother-country: Indian ties were loosened and finally broken, Indian culture was no longer sought after: the Arabs and their religion and culture were taken as a pattern: The Indian pantheon was replaced by the Muslim belief in One God. Buddhism and Hindu rites yielded to Islam: Indian temples and religious symbols were destroyed; Indian names of places were in some cases altered; the local rulers who used to be known by the Indian titles of Maharaja or Parameswara were thenceforth called by the Arabic title of Sultan: The Arabic alphabet was adopted in place of Indian scripts; the flow of Sanskrit words into the Malay language ceased and that source was replaced by Arabic. The Malay versions of the Indian epics, the Mahabharata and the Ramayana, were put in the background and replaced by writings with a Muslim bias. Malay versions of Hindu romances were often altered to give them a Muslim colouring. Indian aestheticism gave way to Muslim rigidity; and the convivial habits of the Malays were replaced by the strict teetotalism prescribed by Islam.

The Malay Kingdom of Malacca came to an end in 1511 when, after fierce fighting, the town was captured by a Portuguese fleet under Alfonso d'Albuquerque. The Malay ruler, Sultan Mahmud, fled to Johore where, in the course of time, he set up a new kingdom based on Johore, Pahang and the Riau Archipelago which became known as Riau-Johore.

The Portuguese held Malacca from 1511 until 1641 when they were dispossessed by the Dutch. They were crusaders rather than traders, and their compulsory conversions to Christianity made them detested by the Muslim Malays. In view of the scanty reinforcements which they received from Europe they encouraged their soldiers to inter-marry with the local women and enlisted the sons born of these unions in their armed forces. Lack of assistance from their home country was mainly responsible for the Portuguese defeat by the Dutch in 1641.

The Dutch conquerors of Malacca held their new possessions till 1795. In striking contrast to their predecessors they concerned

themselves almost entirely with trade. When they were replaced by the British they left behind in the town of Malacca a few interesting specimens of Dutch Colonial architecture which are still in use.

In 1795, during the Napoleonic wars, England took peaceable possession of Malacca, returned it to the Dutch in 1814 in accordance with the Convention of London, and finally regained possession of it by virtue of the Anglo-Dutch Treaty of Holland of 1824 which recognised the Malay Peninsula as being within the British sphere of influence.

The Kingdom of Riau-Johore.

Mention has already been made of the Kingdom of Riau-Johore which was founded by the fugitive Sultan of Malacca and which included Johore, Pahang, Trengganu, the Riau Archipelago and the Karimon Islands, and indeed loosely took in all those parts of Malaya over which the Portugese did not exert effective control, that is to say, almost the whole of Malaya for the Portugese (and their successors the Dutch) could command only the coastal areas between Malacca and Batu Pahat in Johore. These European nations, however, held command of the sea : an all-important factor which debarred their Malay enemies from legitimate trade and drove them all the more readily to piracy.

The Riau-Johore Kingdom, with its capital at Kota Tinggi, Johore, from the very outset had an uneasy existence. Its rulers were weak ; deprived of trade, its funds were low ; it was desolated by internecine conflicts, and it was not long before other enemies, this time non-European, appeared on the scene. Early in the 17th century a great and sinister figure made his appearance in the Archipelago : Iskandar Muda, Sultan of Acheh, in North Sumatra. His piratical hordes swept through Malaya massacring, pillaging and carrying away into captivity many thousands of Malays. Malacca was the only place that he failed to capture, but no other territory as far north as Patani was immune from his depredations. He completed the conversion of the Peninsular Malays to Islam by compelling conversion at the point of the sword.

This invasion further weakened the already weak position of the Riau-Johore Kingdom. The year 1699 was signalized by the murder of the Sultan, known posthumously as Marhum mangkat di-julang, the last and the most degenerate of the direct line of the old Malacca Kings. The extinction of the old royal stock of Malacca in Johore, coupled with the periodical invasions of the Bugis which began to occur about this time, and to which reference is made below, commenced the disintegration of the Riau-Johore Kingdom which the Anglo-Dutch Treaty of 1824, by splitting up the Kingdom into English and Dutch spheres of influence, completed.

The successors of the murdered Sultan lost most of their power, and retired to Riau, leaving their Bendahara behind in Pahang, their Temenggong in Johore, and another high official in Trengganu. These chiefs, nominally the Ministers of the Sultan, eventually became the rulers in their respective States and the present royal families of Pahang, Johore and Trengganu are descended from them.

The Bugis from the Celebes began to swarm into the Malay Peninsula about the beginning of the 18th century. They were a

bold piratical people and established a great name for themselves as fighters. They were led by warriors with the name of Daing and Suliwatang and they often wore armour consisting of coats of chain-mail. The Bugis overran Johore and Selangor, made themselves felt in Perak, Pahang and Trengganu, and in the course of the century they invaded Kedah on several occasions. When they conquered a territory and settled there their chiefs invariably took wives from the local notables. The ancestors, on the male side, of the present royal families of Johore and Selangor are descended from the offspring of such unions. It is probable that, but for the presence of European nations in the Archipelago, the Bugis would have carved out for themselves quite a considerable kingdom in Malaya.

In 1773, the country now comprising Negri Sembilan inhabited by a people of Minangkabau origin who had extensively inter-married with the local Proto-Malays and who followed a matriarchal system of society, had seceded from the crumbling Riau-Johore Kingdom to form a confederation of little States under a Minangkabau Prince from Sumatra.

Relations between Siam and the Northern Malay States—Foundation of Penang.

Although Siamese aggression in the southern part of the Malay Peninsula had been effectively checked by Malacca in the 15th century the destruction of that Kingdom in 1511 by the Portugese (who cultivated Siamese friendship) had the effect of reviving Thai pretensions to the Northern Malay States: Kedah, Kelantan and Trengganu. The Siamese suzerainty over these States was vague, fitfully exercised and often resisted. The practice, however, grew up for these States to send periodically to Siam a ceremonial present of "Golden Flowers" (bunga emas). This offering was claimed by Siam to be a mark of submission but by the Malays to be merely a sign of respect and friendship. The Siamese suzerainty, when exercised, was resented by the Malays and, in the case of Kedah, the issue became acute when Francis Light, in 1786 on behalf of the East India Company, took possession of the Island of Penang which hitherto had formed part of Kedah. Light had been negotiating with the Sultan for the cession of Penang. Chief among the terms demanded by the Sultan were a guarantee of military assistance in the event of attack upon Kedah by land (that is to say, by Siam or Burma) and the annual payment of a sum of \$30,000. Although Light accepted these terms and proceeded to take possession of the Island the company repudiated his acceptance and declined to give up possession.

In 1791 the Sultan was defeated in an attempt to retake the Island by force. By a treaty made in 1800 between him and the company the cession of Penang, to which Province Wellesley was now added, was confirmed, and the company agreed to pay the Kedah ruler \$10,000 a year while they remained in possession of these places. The treaty was silent as to military assistance. Throughout the negotiations for the cession of Penang the Kedah ruler had omitted to consult Siam. The Siamese were furious at this ignoring of their suzerainty but they bided their time.

In 1821 came their opportunity for vengeance. A Siamese force under the Raja of Ligor invaded and conquered Kedah. No quarter was given to the inhabitants and many thousands were massacred, Kedah losing thereby, it was claimed, more than half its population. The Sultan was driven into exile and the Siamese assumed direct control of the country, a state of affairs which continued until 1842 when the Siamese officials were recalled and the ex-Sultan was re-instated though Perlis, which hitherto formed part of Kedah, was placed under a separate Raja. Kedah, however, together with Kelantan and Trengganu, remained under the suzerainty of Siam until 1909 when the Siamese, by the Treaty of Bangkok, transferred all their rights over these States and over Perlis to Great Britain.

Penang, the cession of which to the East India Company had been the source of such trouble for Kedah had, in many respects, a promising start. Acquired primarily as a naval base, it had an assured food supply from the agricultural region of Province Wellesley; it was a free-trade port; it allowed the occupation by settlers of such land as they could clear with a promise of title; its status was raised in 1805 to that of a Presidency like Bengal, Madras and Bombay, and it was subject only to the control of the Governor-General of India. All these factors attracted to the Island a large and varied population and the stage seemed set for the development of Penang into a really important city. But Francis Light's inexperience in administration, resulting in the alienation of lands without prescribing rent or conditions of cultivation, and the omission to reserve land for public purposes, his policy of self-aggrandisement and nepotism, his dependence upon opium, arrack and gambling farms for revenue, and his dependence upon India for decisions greatly impeded the progress of Penang. The Indian habit of permitting officials to engage in local trade was another factor which militated against Penang's progress. But above all Penang as an important city was doomed by its interiority as a sea port to Singapore which, through the foresight of Thomas Stamford Raffles, was founded as the great natural trade entrepot in the Malay Archipelago.

Singapore.

Thomas Stamford Raffles, a young official in the employment of the East India Company at Penang, was the founder of Singapore. In 1808 he attracted the notice of Lord Minto, Governor-General of India, by his eloquent plea against the proposed abandonment of the ancient town of Malacca—a proposal put forward by the Directors of the East India Company on the ground that Malacca would soon have to be returned to their Dutch rivals.

Later, Lord Hastings, successor to Lord Minto, authorised Raffles to seek a trading-station south of Malacca on the route of English ships to the Far East, on a site not already occupied by the Dutch, the great rivals of the East India Company in their unceasing quest for profitable trade centres. Raffles decided upon the Island of Singapore, at that time included in the territories still nominally held by the rulers of the Kingdom of Riau-Johore. A difficulty in

negotiating arrangements with the ruler was that the then nominal Sultan of that Kingdom, Abdurrahman, an appointee of the Dutch and the Bugis, was not the eldest but the second son of the preceding ruler. The eldest son Husain had been ignored. Raffles solved the difficulty by entering into negotiations with Husain, and with the Temenggong of Johore, nominally the minister in Johore of the Riau-Johore Kingdom, but virtually the ruler of all Johore except the Muar district ; and in 1819, the Temenggong and Husain, now recognised by Raffles as Sultan, signed an agreement allowing the British to choose land for factories in return for annual allowances of \$5,000 to the Sultan and \$3,000 to the Temenggong. In 1824 a final agreement was concluded ceding Singapore in perpetuity to the British.

Raffles' policy of free trade for Singapore, his encouragement of settlers, and above all the natural advantage of Singapore as a port serving the whole of the Archipelago, led to the phenomenal development of the new town.

People of many races, above all the Chinese, thronged to Singapore as, in a lesser degree, they were thronging to Penang. The descendants of these Chinese were to become the pioneers of the Chinese immigration into the Malay States which began on a large scale in the latter half of the 19th century.

Raffles was a scholar of Malay with an intensely sympathetic interest in the local peoples of all races especially the Malays. He worked upon a scheme for a complete federation embracing the States of the Peninsula and of the Archipelago including Mindanao in the Phillipines. He protested against the reintroduction of the slave trade and against slavery. He planned a Malay College for Singapore.

Establishment of British Protection in the Malay States.

Raffles strongly favoured British expansion not only in Malaya but elsewhere in the Archipelago. With his disappearance from the scene the ideal of a forward policy in this part of the world became dormant until it was awakened, in the last quarter of the century, by the rivalries of the great European powers and by the demands of British and Chinese capital seeking fresh fields for expansion coupled with the discovery of the rich mining resources of the Malay hinterland. The *laissez faire* policy of the successive British Governments and the unenterprising attitude of the East India Company (which governed the Straits till 1858), particularly sensitive to any venture savouring of expense, left the Malay States almost completely untouched although some of these States had asked for British protection.

In the seventies of the century, however, the British Government came to realize that a more progressive and realistic policy was necessary in its dealings with the Malay States. The administration of affairs in the Straits was now under the control of the Colonial Office to which it had been transferred from the India Office in 1867, and the new system enabled London to pay more attention to the Malay Peninsula.

The reasons which prompted the British Government to play a more positive part in the affairs of the native States were as follows :

FIRST.—This was the period of annexation of many of the backward territories in the world by the great European nations. If Britain did not take immediate action to dominate the Malay territories there was a grave danger that another European power would step in and do so. In this connection the granting by the Rajas of huge concessions of land wholesale to Europeans and others, a practice that became prevalent at this period, constituted a grave danger to the British position in the Malay Peninsula as there was always a possibility that these concessions would fall into the hands of the subjects of another European nation which would thus be provided with a pretext for interference in the Malay States. This danger was very real (and came chiefly from France, Germany and Russia).

SECONDLY.—There was the danger from Siam. In 1873, the year before the signing of the Pangkor Treaty, she had almost succeeded in inducing Perak to come over to her as a tributary State ; she already had vague rights over the States of Kedah, Kelantan and Trengganu. But it was not so much Siam that was feared : the fact was that the very existence of Siam herself as an independent nation was imperilled by France. If Siam fell into the hands of the French then her Malay subject territories would automatically go to France too, and the stage would have been set for an Anglo-French war.

The THIRD reason which determined British intervention was that the position of the Western Malay States had deteriorated ; disputed succession to a Sultanate and quarrels (in which the Chinese took a prominent part) as to the ownership of lands rich in tin led to civil wars and to widespread disorders.

The FOURTH reason was the impulse of British capital (either European or owned by Malayan Chinese) attracted by the mineral wealth of the interior as demonstrated by the rich tin fields in Larut and elsewhere.

So in 1873, Sir Andrew Clarke, the new Governor of the Straits, came out armed with authority from the home Government for more active intervention in Malaya. The first result of the new policy was the treaty of Pangkor with Perak in 1874. In the same and the following decade of the century there followed agreements with Selangor, with Sungei Ujong and the other little States of Negri Sembilan, and with Pahang. In 1909, after long negotiations with Siam, that country transferred to Great Britain her rights in the Northern States, and in the same year agreements were concluded with Kedah, Kelantan and Perlis, and in 1919 with Trengganu. Relations with Johore were regulated by a treaty made in 1914.

These treaties, either in their original form ; or in the form in which some of them were later modified, were in their main features substantially similar. The provisions common to all these agreements were as follows :

- (1) The Malay States agreed to accept British protection and to have no dealings with foreign powers except through Great Britain.

- (2) Great Britain guaranteed the States protection against attack by foreign powers.
- (3) The agreement provided for the appointment to the State of a British Officer whose advice must be taken and followed except in matters concerning the Malay religion and Malay custom.

Some of the treaties contained no express mention of custom, but the undertaking not to interfere with custom was accepted as being implicit in all the agreements with the Malays, whether it was set forth in the actual words of the treaty or not.

Although the title of the British Officer appointed in pursuance of the treaties varied—in Perak, Selangor, Negri Sembilan and Pahang he was called Resident, in the other States, Adviser—it was never intended that there should be any difference in their functions: they were all meant to be advisers. But from the very start in Perak, Selangor, Negri Sembilan and Pahang the Residents not only advised on policy, they were placed in such a position that they had to see that any policy decided upon was put into operation; they became in fact not alone advisers but the chief executive officers of the State. In the other States, on the other hand, the Advisers had almost always confined themselves to the giving of advice: the translation of that advice into action in internal affairs was a matter for the Malay administration.

The early Residents were faced with great difficulties: the Colony Government was not generous, and money had to be found to finance the new regime and put it on its feet, to compensate the Sultan and Chiefs for the withdrawal of their customary privileges of taxation, to construct roads, buildings and other public works and the like. It was decided to raise part of the revenue required by imposing rents on land as land. The Malays were accustomed to taxation only on the produce of land and this innovation (which was ultimately welcomed by the Malays) often caused considerable unrest at first. Then the chiefs regarded as completely inadequate the allowances which they were given in lieu of their former perquisites. In some instances the valid claims of chiefs, owing to the absence of accurate information at the Resident's disposal, were rejected. The Resident was given insufficient funds to set the administration at once on a sound basis, and yet he was expected, almost immediately the treaty was signed, to produce sensational results. Consequently, in some matters in which it would have been wise to have proceeded with caution, the Resident was compelled to act somewhat precipitately. One of the most delicate questions was the problem of slavery. The method ultimately evolved was to prohibit the creation of new slaves, and to provide that existing slaves could purchase their redemption for a small fixed sum. Another source of trouble was the direct use in some States, without reference to the Ruler or to the territorial Chiefs, of the Malay Forced Labour law (Kerah) for the carrying out of public works.

Apart from the personal factors involved, it was the cumulative effect of all these matters: the introduction of land-taxation in a form not understood by the Malays, the abolition of slavery, and the

withdrawal of the revenue-collecting powers of the Rajas and Chiefs, that led to the Perak rising of 1874 and the Pahang rising of 1891-1892.

In time, however, the ability, patience and conciliatory attitude of the Residents led to a satisfactory adjustment of these difficulties. Chief among these early Residents were Sir Hugh Low, British Resident of Perak from 1875 to 1888 and Sir Frank Swettenham. Low's official diaries make interesting reading and show how Perak, from small beginnings, was built up stage by stage to the important State that it eventually became. Low was one of the outstanding men of the century in Malaya, a fitting second in his own sphere to Raffles. Not alone did he leave Perak prosperous and well governed but Sultan Idris and he were largely responsible for the atmosphere of good-will which existed between the Malays and other communities.

In 1895, Perak, Selangor, Negri Sembilan and Pahang were constituted into a Federation at the head of which was placed a Resident-General to whom the Residents were subordinated. This inaugurated the system of centralized Government in the Federated Malay States which lasted in varying forms till 1932. The Resident-General was the chief executive officer of the Federation. In 1909 was created a Federal Council on which the Rulers of the four States had seats. The Council took over practically all the legislative functions of the State Councils. The title of Resident-General was replaced by that of Chief Secretary with somewhat diminished powers, and the authority of the Residents was partially restored. In 1927 the Malay Rulers withdrew from the Federal Council and were replaced by four Unofficial Malay Members.

In 1932 came devolution or decentralisation whereby legislative powers were to some extent restored to the States, the authority of the Rulers and the Residents reinforced, and the post of Chief Secretary replaced by that of Federal Secretary with greatly diminished powers.

The cultivation of huge areas of land with para rubber, a product first planted in Malaya towards the end of the 19th Century, together with the development of new rich tin-producing areas and improved methods for tin-extraction in existing areas—enterprises in which Chinese and Indian labour under European and Chinese capital, and Malay small agriculturists played such a great part—opened up an era of phenomenal prosperity for Malaya in the current century. This prosperity was reflected in the opening up of communications on a large scale, in the growth of towns, the construction of public buildings, the development of irrigation areas for rice cultivation, the expansion of social services and in progress in many other respects. This progress was brought to an abrupt halt by the enemy occupation of the country during the late war.

Their Highnesses the Rulers of the Malay States.

The present Rulers of the Malay States are :

- | | | |
|--------------------------|----|--|
| (1) The Sultan of Johore | .. | H.H. Ibrahim ibni Almarhum
Sultan Abu Bakar, D.K.,
S.P.M.J., G.C.M.G., K.B.E. (Mil.),
G.B.E., G.C.O.C. (I). |
|--------------------------|----|--|



A Mobile Public Relations Film Unit shows the Public Relations Film "Federation of Malaya" to a village audience in Klang.

Interior view of
Information Centre,
Kuantan.



- | | | |
|---|----|--|
| (2) The Sultan of Pahang | .. | H.H. Abu Bakar Ri'ayatuddin Al-Muadzam Shah ibni Almarhum Almtasim Billah Abdullah, K.C.M.G. |
| (3) The Yang di-Pertuan Besar of Negri Sembilan | .. | H.H. Tuanku Abdul Rahman ibni Almarhum Tuanku Muhammad, K.C.M.G. |
| (4) The Sultan of Selangor | .. | H.H. Hisamuddin Alam Shah ibni Almarhum Sultan Alaidin Sulaiman Shah, K.C.M.G. |
| (5) The Sultan of Perak .. | .. | H.H. Paduka Sri Sultan Yussuf 'Izzuddin Shah ibni Almarhum Sultan Abdul Jalil Radziallah Hu-'an-hu, O.B.E. |
| (6) The Sultan of Kedah.. | .. | H.H. Tunku Badlishah ibni Almarhum Sultan Abdul Hamid Halimshah, K.B.E., C.M.G. |
| (7) The Raja of Perlis .. | .. | H.H. Syed Putra ibni Almarhum Syed Hassan Al'Jamalullil. |
| (8) The Sultan of Kelantan | .. | H.H. Tengku Ibrahim ibni Almarhum Sultan Mohamed IV, D.K., S.P.M.K., S.J.M.K., C.M.G. |
| (9) The Sultan of Trengganu | .. | H.H. Sultan Ismail ibni Almarhum Sultan Zainal Abidin. |

CHAPTER III.

THE ADMINISTRATIVE ORGANISATION OF GOVERNMENT INCLUDING THE SYSTEM OF LOCAL GOVERNMENT.

The administration of the Malayan Union continued throughout 1947 to be conducted under the transitional arrangements set up under the Malayan Union Order in Council 1946. The central executive power was vested in the Governor, who administered the territory and legislated in consultation with an Advisory Council, the members of which were nominated by himself.

To enable all interested communities to have free and full opportunity of expressing their views on the Constitutional proposals a Consultative Committee was appointed, composed mainly of influential members of the communities other than the Malays. After receiving oral and written representations throughout the country the Consultative Committee published its report on 31st March, 1947. After further discussion with Their Highnesses the Rulers and the representatives of U.M.N.O., the scheme which emerged, and which followed in the main that proposed in December, 1946, although differing on several important points of detail, was

finally accepted by His Majesty's Government in July, 1947, when its main features were summarised in a White Paper (Cmd. 7171). The signature of agreements between His Majesty and each Malay Ruler, and of a Federation agreement to embrace the arrangements as a whole, followed on 21st January, 1948, and the new Constitution came into force on 1st February, 1948.

During 1947 Kuala Lumpur continued to be the seat of the central administration and the Headquarters of the great majority of the central and pan-Malayan departments. The military headquarters for the peninsula were also situated there.

In each State and Settlement the chief representative of the administration was the Resident Commissioner to whom District Officers (in some States Deputy Resident Commissioners) were responsible. In each State and Settlement there were officers of the various departments of the Government who had a direct responsibility to the heads of their own departments but who worked closely with the Resident Commissioners and officer-in-charge of the districts and provided them with technical advice on all matters touching their departmental interests. The majority of the administrative and departmental officers in the districts were Asian who had achieved their professional or technical knowledge at educational institutions in the Malayan Union or Singapore.

Municipalities existed in both Georgetown, Penang and the Town and Fort of Malacca, and were administered by a President (who is a senior officer of the Malayan Civil Service) and Municipal Commissioners nominated partly by the Resident Commissioner of the Settlement and partly by representative associations, and appointed by the Governor. The Municipal Commissioners imposed rates and administered such matters as town planning, street lighting, town cleansing and conservancy, fire services, the licensing of theatres, lodging houses and certain trades. Preparations for the establishment of a Municipality in Kuala Lumpur early in 1948, were set in train.

Local matters in other town areas were controlled by Town Boards under the chairmanship of an Administrative Officer. These boards were composed partly of the local heads of such departments as Health, Public Works, Police and Electricity, and partly of unofficial members appointed by the Resident Commissioner of the State to represent the main races and major interests in the Town Board area. The Boards performed duties similar to those of the Municipalities, but remained departments of the State Governments.

There were in addition Licensing Boards in respect of the sale of intoxicating liquor and Drainage Boards in the coastal areas, composed of official and unofficial members on lines similar to the constitution of the Town Boards. The newest development was the experimental establishment of Mukim (i.e., Parish) Councils under the chairmanship of the Penghulu or headman of the Mukim. These Councils were intended to act as advisory bodies to the Penghulu and the District Officer.

The Muslim religion and the matters concerning Malay Custom continued in the Malay States to be matters exclusively for Their Highnesses' control.

CHAPTER IV.

WEIGHTS AND MEASURES.

The standard measures recognised by the laws of the Malayan Union are as follows :

- (a) Standard of Length, the Imperial yard.
- (b) Standard of Weight, the Imperial pound.
- (c) Standard of Capacity, the Imperial gallon.

Among the Asiatic commercial and trading classes, Chinese steel-yards (called "liteng" and "daching") of various sizes are generally employed for weighing purposes.

The undermentioned are the principal local measures of weight and capacity used, with their relation to English standards :

The chupak	..	=	1 quart
The gantang	..	=	1 gallon
The tahlil	.. ..	=	1 $\frac{1}{3}$ ozs.
The kati (16 tahils)		=	1 $\frac{1}{3}$ lbs.
The picul (100 katis)		=	133 $\frac{1}{3}$ lbs.
The koyan (40 piculs)		=	5,333 $\frac{1}{3}$ lbs.

The more common local measures of length in use are :

2 jenkals	.. ..	=	1 hasta
2 hastas	.. ..	=	1 ela
2 elas	.. ..	=	1 depa (1 fathom or 6')
4 square depas	..	=	1 square jemba (144 sq')
400 square jembas	..	=	1 square orlong (1 $\frac{1}{3}$ acres)

Other weights in common use are :

10 huns	.. ..	=	1 chi
10 chi	.. ..	=	1 tahlil (1 $\frac{1}{3}$ ozs.)
1 bahara (3 piculs)	..	=	400 lbs.
1 kuncha	.. ..	=	160 gantangs
1 nalih	.. ..	=	16 gantangs
1 gantang padi	..	=	5 lbs. approximately
1 gantang rice (milled)		=	8 lbs. approximately
1 relong	.. ..	=	.71 acres
1,000 square depas	..	=	1 acre

CHAPTER V.

NEWSPAPERS AND PERIODICALS.

The following is a list of newspapers and periodicals published in the Malayan Union :

English.

Malay Mail.	Penang Gazette.
Malayan Daily News.	Straits Echo.
Malaya Tribune.	

Chinese.

China Press.	Sin Seng Pau.
Min Sheng Pau.	Sing Pin.
Kin Kwok.	Kwong Wah.
Modern Daily News.	

Tamil.

Jananayakam.
Tamil Nesan.
Muyarchi.

Dhesa Nesan.
Sevika.

Malay.

Majlis.

Warta Negara.

Punjabi.

Pardesi Khalsa Sewak.

PERIODICALS.

English.

Sunday Mail (English
Weekly).
Sunday Tribune (English
Weekly).

Sunday News (English Weekly).
Sunday Gazette (English
Weekly).

Chinese.

Combatant's Friend (Weekly).

Oversea Chinese Weekly.

Malay.

Chermin Melaya (Fortnightly).
Putri Melayu (Monthly).

Ibu Melayu (Monthly Magazine).
Seberkas Monthly Magazine.

Tamil.

Malaya Varthamani (Fortnightly).

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